

# **Woolwich Township Master Plan**

Gloucester County, NJ

Phase I:  
Assumptions, Land Use and Housing  
Elements

September 17, 2003

This Master Plan could not have been prepared without the support, hard work, and long hours donated by the many members of the Woolwich Township Community, and in particular by the following members of official Boards and Committees:

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## **Introduction**

The New Jersey Municipal Land Use Law (NJ MLUL) requires adoption of a Master Plan by all New Jersey municipalities that seek to exercise zoning powers. This Plan is to comprise a report or statement of land use and development, which shall serve as the basis of the municipality's zoning ordinances. It is a listing of priorities and preferences which, when instituted as an integral part of the decision-making process, can help to ensure sound, high-quality land use in Woolwich Township. NJ MLUL mandates that the Master Plan be updated, or at a minimum reexamined, at least once every six years. It is the Planning Board's responsibility to prepare and adopt the master plan, as well as the reexamination reports. It is the Township Committee's responsibility to implement any ordinances, including zoning amendments, required to enact the provisions of the plan.

The Master Plan serves as a basis for zoning, as well as for reviewing development applications. This report has been designed to provide Woolwich with an up-to-date, meaningful planning program that will permit orderly residential and non-residential development and redevelopment within the municipality. The Master Plan meets the statutory provisions of the New Jersey Municipal Land Use Law (Chapter 291, Laws of New Jersey, 1975, as amended).

Woolwich Township's last complete Master Plan was adopted thirteen years ago, on June 3, 1990. At that time the Township's population was 1,468 persons, with 506 dwelling units. Woolwich had been anticipating a massive growth spurt since the 1970s, when it was announced that the Beckett New Town would be developed in both Woolwich and Logan Townships. It was originally expected that Beckett's population in both municipalities would reach 85,000 persons by 2000, but residential development occurred at a much slower pace than expected in the decades that followed. Just 63 homes were constructed in Woolwich during the entire 1970s and less than 100 homes

were constructed in the 1980s. The 1990 Plan recommended a new zoning scheme that increased the amount of residentially zoned land in the township from 69% to 81% of its total land area. This Plan noted that Woolwich's growth potential was tied to the availability of public water and sewer. It indicated that the ultimate population of the Township could range from about 15,000 persons, with limited public utility services, to up to 75,000 persons living in 30,000 dwelling units, with full public utility services.

A Master Plan Reexamination Report was adopted on August 18, 1994. This Plan noted an amendment to the Tri-County Water Quality Management (208) Plan that for the first time included those portions of Woolwich Township that are west of the New Jersey Turnpike and/or north of the Raccoon Creek in a sewer service area. Nonetheless, the 1994 Reexamination Report stated: "due to the relative currency of the Township's Master Plan and development regulations, there are no major changes to these documents recommended at this time." (p. 3.)

The next significant event in the planning history of Woolwich occurred on September 14, 1998 when the Planning Board granted a revised General Development Plan (GDP) approval to Summit Ventures, LLC for the Weatherby Planned Unit Development. Weatherby was the Woolwich Township portion of Becket and the GDP provided for up to 4,500 dwelling units and 250,000 square feet of non-residential uses to be developed on 1680 acres. The approvals included a minor adjustment to the sewer service plan that was defined in the 1994 Master Plan and assured that, for the first time, sewer service would be extended to Woolwich Township. The GDP noted that it was to be considered an amendment to the Land Use and Housing Elements of the Master Plan.

Another Master Plan Reexamination Report was adopted on November 2, 2000. This document noted the quickening pace of development in Woolwich and projected that the 2000 census would find that the Township's population had increased by more than

100% during the decade of the 1990s. (In fact, the census found the 2000 population to be 3,032 persons, living in 1,026 dwelling units.) It was also noted that a Centers Designation petition had been submitted to the Office of State Planning and that a major focus of the petition was an expansion of the sewer service area beyond Weatherby, and in particular, along the Route 322 corridor. However, the Reexamination Report stated that “recent decisions by NJDEP have put not only the Township’s plans in jeopardy but have cast doubts on the validity of the SDRP (State Development and Redevelopment Plan) decisions for this area as well. Thus, although this Planning Board can attempt to produce a Reexamination Report in a conscientious manner, it must of necessity be incomplete due to the uncertain outcome of these issues. An addendum to this Report will be adopted at such time as the ‘assumptions, policies and objectives’ that local planning must be based upon have been settled at the state level.” (p. 12.)

While the 1994 and 2000 Reexamination Reports have fulfilled Woolwich’s legal obligations with regard to the Municipal Land Use Law, the problems that Woolwich Township faces today due to the rapid rate of residential development it has recently experienced requires the municipality to reassess the assumptions that the 1990 Master Plan was based on. The Planning Board and Township Committee both agreed that there was a pressing need for a new Master Plan.

However, before a new Master Plan could be adopted, the Township was subjected to affordable housing litigation. The litigation filed by Woolwich Adult, LLC alleged inadequate affordable housing within Woolwich Township. While Woolwich Township believes that its Housing Element is compliant with applicable provisions of New Jersey Law and administrative regulations, it has chosen to enter into negotiations with Woolwich Adult, LLC, because a negotiated settlement offers improved potential of providing sewer service along the Route 322 Corridor. It is the belief of the Planning



Board and the Township Committee that major commercial development should be located along this corridor.

The purpose of Woolwich Township's Master Plan is to provide a guide to accomplish the coordinated and harmonious development of the Township during the current period of rapid development pressure. It is based on smart growth principles that are intended to balance development cores at the Weatherby Town Center and along the Route 322 Corridor, with a reduction in density in other parts of the community so that the rural and open character of Woolwich Township can be preserved. It is based upon an analysis of present and future needs and is designed to promote the health, safety, and general welfare of Woolwich Township. In addition, the Master Plan proposes to improve the efficiency and fiscal impact of the land development process while protecting the environmental quality and cultural legacy of the Township.

The unprecedented development pressure facing Woolwich has prompted a two-part Master Plan Adoption Process.

In April of 2003, in anticipation of the completion of the Master Plan, the Township Committee adopted Ordinance 2003-07. This ordinance removed the density bonus previously in effect in the Township Zoning Ordinance. This density bonus allowed density increases of six fold or more if public sewer and water were provided, or if a community sewer and water system were provided. Ordinance 2003-07 eliminated this bonus for tracts that were not already included in the existing public sewer service area. Public water service was eliminated from the criteria because it is believed that it is in the best interest of public health and safety to provide public water to as many areas in the Township as the market can accommodate. This is not the case with wastewater, and that is why public sewer service was maintained as the criteria for allowing increased density. Although the public health and safety issues associated with treatment of sewage from higher density development may be addressed through

private community-scale or package treatment plants, this option was deliberately excluded from the density bonus so that the allocation of public sewer service could be used as a meaningful planning tool to direct growth to the areas that are best able to accommodate it. This goal, to control density and to direct it to the areas that are best able to accommodate it, is a guiding principle of the current Master Plan. Phase I contains the basic elements of a Master Plan: a Statement of the Assumptions, Goals and Objectives upon which the Plan is based; a Land Use Element, and a Housing Element. It is anticipated that a second phase of the Master Plan will be adopted later this year to insure that the residents of Woolwich Township are well-served by public facilities and recreational facilities; and to address issues such as circulation and preservation of community character. The Second Phase of the Master plan will include the Circulation, Community Facilities, Recreation and Open Space, Historic Preservation, Farmland Preservation, and Recycling Plan Elements.

# Demographics

## Population Change Since 1980

In the last ten years the population of Woolwich Township has more than doubled. According to the 2000 Census, the population of Woolwich Township totals 3,032 persons, an increase of nearly 107% from the 1990 Census tabulation of 1,468. This growth, when compared to the decade between 1980 and 1990, is enormous; from 1980 to 1990 there was an increase of only 339 people, between 1990 and 2000 the increase was 1,573 people. The following chart, Figure 1: Population Change 1980 to 2000 details the growth in the Township over the last twenty years. In addition, the chart includes the current Delaware Valley Regional Planning Commission population forecasts through 2020.

**FIGURE 1: POPULATION CHANGE 1980 TO 2000**

	Year	Population	Population change (count)	% change per period	Population change since 1980 (count)	% Change Since 1980
Census Counts	1980	1,129	-	-	-	-
	1990	1,468	339	30.0%	339	30.0%
	2000	3,032	1,573	106.5%	1,903	168.6%
DVRPC Projections	2005	4,490	1,458	48.1%	3,361	297.7%
	2010	6,390	1,900	42.3%	5,261	466.0%
	2020	11,590	5,200	81.4%	10,461	926.6%

Source: 1980, 1990, 2000 Census and DVRPC projections

The projections from DVRPC are developed through coordination with the county planning agencies and local governments to distribute the projected regional growth in the areas that growth is likely to occur. As can be seen from Figure 1, the growth Woolwich is currently experiencing is expected to continue through the next twenty years, with the population doubling again in the next ten years, and nearly doubling ten years after that (2020).

This population growth in Woolwich far outpaced the surrounding municipalities, as shown in Figure 2: Population Change 1990 and 2000 for Neighboring Municipalities. The only municipality to have near the growth of Woolwich was Harrison Township that had an increase of over 86%, the next closest Township, South Harrison, only increased its population by 26%.

**FIGURE 2: POPULATION CHANGE 1990 AND 2000 FOR NEIGHBORING MUNICIPALITIES**

County	Municipality	1990 Census	2000 Census	% change
Gloucester County	East Greenwich Twp.	5,258	5,430	3.3%
	Greenwich Twp.	5,102	4,879	-4.4%
	Harrison Twp.	4,715	8,788	86.4%
	Logan Township	5,147	6,032	17.2%
	South Harrison Twp.	1,919	2,417	26.0%
	Swedesboro Borough	2,024	2,055	1.5%
	<b>Woolwich Township</b>	<b>1,468</b>	<b>3,032</b>	<b>106.5%</b>
Salem County	Oldmans Township	1,683	1,798	6.8%
	Pilesgrove Township	3,250	3,923	20.7%

Source: 1990 and 2000 Census

On July 10, 2002 the U.S. Bureau of the Census released its estimate of municipal population growth from Census Day, April 1, 2000, until July 1, 2002. The Census Bureau estimated that Woolwich's 2002 population was 4,549 persons. This represented a 50% increase over the reported 2000 population and made Woolwich Township the fastest growing municipality in the entire State of New Jersey by a wide margin.

This new growth experienced by Woolwich can also be viewed from its impact on the density of the Township. As seen in the following chart, Figure 3: Population and Density Comparison, 1990-2000, the increase in density for the Township was significant, the second highest of the studied municipalities; however, Woolwich still has one of the lowest persons per square mile figures for the area.

**FIGURE 3: POPULATION AND DENSITY COMPARISON, 1990-2000**

Municipality	Area Sq. Mi.	1990		2000		Change
		Population	Persons/ Sq. Mi.	Population	Persons/ Sq. Mi.	
East Greenwich Twp.	14.75	5,258	356.5	5,430	368.1	12
Greenwich Twp.	18.16	5,102	281.0	4,879	268.7	-12
Harrison Twp.	19.13	4,715	246.5	8,788	459.4	213
Logan Township	22.62	5,147	227.5	6,032	266.7	39
South Harrison Twp.	15.80	1,919	121.5	2,417	153.0	32
Swedesboro Borough	0.73	2,024	2,772.6	2,055	2,815.1	42
<b>Woolwich Township</b>	<b>20.94</b>	<b>1,468</b>	<b>69.7</b>	<b>3,032</b>	<b>144.8</b>	<b>75</b>
Oldmans Township	19.97	1,683	84.3	1,798	90.0	6
Pilesgrove Township	34.91	3,250	93.1	3,923	112.4	19

Source: 1990 and 2000 Census

## Housing Statistics

As shown previously, the population in Woolwich is rapidly growing. This same rapid rate of growth is reflected in the housing units within the Township. Over the last twenty years Woolwich has seen over 168% growth in population, over 163% growth in housing units, and over 157% increase in occupied units. Within the last decade those three categories of housing demographics have more than doubled, as shown in the following Figure 4: Population, Housing and Persons per Occupied Unit.

**FIGURE 4: POPULATION, HOUSING AND PERSONS PER OCCUPIED UNIT**

	1980 Census	1990 Census	2000 Census	% Change 1980-2000	% Change 1990-2000
Population	1,129	1,468	3,032	168.6%	106.5%
Housing Units	390	506	1,026	163.1%	103.0%
Occupied Units	373	475	959	157.1%	101.8%
Persons per Occupied Units	3.02	2.81	3.14	4.0%	11.7%

Source: 1980, 1990 and 2000 Census

As shown by the following charts, Figure 5: Housing Units by Units in Structure and Figure 6: Occupied Housing by Tenure, it is clear that Woolwich Township has overwhelmingly single-family detached homes (98.8%), in which over 92% are owner-occupied. In addition, most of the housing stock in Woolwich has been built within the last ten years; 58% was built between the 1990 Census and the 2000 Census tabulation and 42% was built before 1989. (An exact breakdown by year can be seen in Figure 7: Age of Housing Stock.)

**FIGURE 5: HOUSING UNITS BY UNITS IN STRUCTURE**

<b>Structure Type</b>	<b>Number</b>	<b>Percent</b>
1-unit, detached	1,014	98.8%
1-unit, attached	-	0.0%
2 units	8	0.8%
3 or 4 units	-	0.0%
5 to 9 units	-	0.0%
10 to 19 units	-	0.0%
20 or more units	-	0.0%
Mobile Home	4	0.4%
<b>Total</b>	<b>1,026</b>	

Source: 2000 Census

**FIGURE 6: OCCUPIED HOUSING BY TENURE**

	<b>1990 Census</b>	<b>Percent</b>	<b>2000 Census</b>	<b>Percent</b>
Owner Occupied	415	82.0%	888	92.6%
Renter Occupied	60	18.0%	71	7.4%
<b>Total</b>	<b>475</b>		<b>959</b>	

Source: 2000 Census

**FIGURE 7: AGE OF HOUSING STOCK**

<b>Year Structure Built</b>	<b>Number</b>	<b>Percent of Total</b>
1999 to March 2000	181	17.6%
1995 to 1998	251	24.5%

1990 to 1994	163	15.9%
1980 to 1989	129	12.6%
1970 to 1979	82	8.0%
1960 to 1969	34	3.3%
1940 to 1959	50	4.9%
1939 or earlier	136	13.3%

Source: 2000 Census

Among the households which owned their own home in 2000, 23% spend more than 30% of their monthly income on housing costs, and conversely almost 25% spend less than 15% of their monthly income, a complete breakdown is shown in Figure 8: Owner-Occupied Costs as a Percentage of Monthly Income. In Figure 9: Housing Value, adjusted for 2003 Dollars, the current value for owner-occupied housing has been adjusted using the accepted Consumer Price Index (CPI) inflation rate. Almost 50% of the single-family housing is valued between \$106,560 and \$213,119 (\$100,000 and \$199,000 in 2000), and 34% is valued between \$213,120 and \$319,679 (\$200,000 and \$299,000 in 2000). However, the low priced housing, valued under \$100,000 in 2000 (under \$106,559) is only 4.1% of the housing in the Township.

**FIGURE 8: OWNER-OCCUPIED COSTS AS A PERCENTAGE OF MONTHLY INCOME**

Percentage of Income	Households	Percentage of Total
Less than 15 percent	198	24.8%
15.0 to 19.9 percent	157	19.6%
20.0 to 24.9 percent	134	16.8%
25.0 to 29.9 percent	127	15.9%
30.0 to 34.9 percent	47	5.9%
35.0 percent or more	137	17.1%

Source: 2000 Census

**FIGURE 9: HOUSING VALUE, ADJUSTED FOR 2003 DOLLARS**

2000 Value		2003 Inflated Value		Units	Percentage
less than	\$50,000	less than	\$53,280	0	0.0%
\$50,000 to	\$99,999	\$53,280 to	\$106,559	33	4.1%

\$100,000	to	\$149,999	\$106,560	to	\$159,839	115	14.4%
\$150,000	to	\$199,999	\$159,840	to	\$213,119	279	34.9%
\$200,000	to	\$299,999	\$213,120	to	\$319,679	275	34.4%
\$300,000	to	\$499,999	\$319,680	to	\$532,799	88	11.0%
\$500,000	to	\$999,999	\$532,800	to	\$1,065,599	10	1.3%
\$1,000,000	or more		\$1,065,599	or more		0	0.0%

Source: 2000 Census and CPI Inflation Calculator (<http://data.bls.gov/cgi-bin/cpicalc.pl>)

For those residents of Woolwich that rent their residence, 29.3% spend less than 15% of their monthly income on their rent; the same percentage spends more than 30% of their income monthly on rent. (See Figure 10: Gross Rent as a Percentage of Monthly Income.) As with the Housing Value, low cost rental options are underrepresented in Woolwich, 14% of the gross rents paid in the Township are between \$320 and \$532 in 2003 adjusted figures (\$300 to \$499 in 2000 dollars). The exact breakdown of gross rents paid in Woolwich is detailed in Figure 11: Gross Rent Paid, 2003 Adjusted (again, the 2000 Census figures for Value were adjusted using the CPI inflation rate).

**FIGURE 10: GROSS RENT AS A PERCENTAGE OF MONTHLY INCOME**

Percentage of Income	Households	Percentage of Total
Less than 15 percent	17	29.3%
15.0 to 19.9 percent	0	0.0%
20.0 to 24.9 percent	15	25.9%
25.0 to 29.9 percent	9	15.5%
30.0 to 34.9 percent	5	8.6%
35.0 percent or more	12	20.7%

Source: 2000 Census and CPI Inflation Calculator  
(<http://data.bls.gov/cgi-bin/cpicalc.pl>)

**FIGURE 11: GROSS RENT PAID, 2003 ADJUSTED**

2000 Value		2003 Inflated Value		Units	%
less than	\$200	less than	\$213	0	0.0%
\$200 to	\$299	\$213 to	\$319	0	0.0%
\$300 to	\$499	\$320 to	\$532	9	14.1%
\$500 to	\$749	\$533 to	\$798	19	29.7%
\$750 to	\$999	\$799 to	\$1,065	19	29.7%



\$1,000	to	\$1,499	\$1,066	to	\$1,598	17	26.6%
\$1,500	or more		\$1,598	or more		0	0.0%

Source: 2000 Census and CPI Inflation Calculator

(<http://data.bls.gov/cgi-bin/cpicalc.pl>)

## Age and Income Statistics

As shown in Figure 12: Age Distribution of Population, Woolwich has seen a significant (over 255%) increase in children under the age of 5. In addition the number of school age children increased by 349, an increase of just over 100%; the largest change has occurred in the elementary (5 to 9 years old) and the middle school (10 to 14 years old) age groups (127.8% and 129.1% respectively). The largest age block in the Township is between the ages of 25 and 44, numbering 1,152 persons, an increase of 668 people (138% from the 1990 Census). The elder population, those residents over 65 years of age showed an increase, however it was comparatively low at 66 persons (47% increase over persons 65 and older in 1990). As of the 2000 Census the median age of all residents in the Township was 33.8 years, and 50.4% of the residents were female.

**FIGURE 12: AGE DISTRIBUTION OF POPULATION**

Age Group	1990	%	2000	%	Change	%Change
Under 5 Years	87	5.9%	309	10.2%	222	255.2%
5 to 9 Years	115	7.8%	262	8.6%	147	127.8%
10 to 14 Years	110	7.5%	252	8.3%	142	129.1%
15 to 19 Years	123	8.3%	182	6.0%	59	49.2%
20 to 24 Years	71	4.8%	104	3.4%	33	46.5%
25 to 34 Years	205	14.0%	494	16.3%	289	141.0%
35 to 44 Years	279	19.0%	658	21.7%	379	135.8%
45 to 54 Years	203	13.8%	367	12.1%	164	80.8%
55 to 59 Years	76	5.2%	131	4.3%	55	72.4%
60 to 64 Years	59	4.0%	67	2.2%	8	13.6%
65 to 74 Years	79	5.4%	114	3.8%	35	44.3%
75 to 84 Years	49	3.3%	71	2.3%	22	44.9%
85 Years and Over	12	0.8%	21	0.7%	9	75.0%
Total	1468	100.0%	3032	100.0%	1564	106.7%

Source: 2000 Census

Household income, as shown in Figure 13: Household Income, 2000 Census and 2003 Adjusted Figures (using the CPI inflation rate to adjust for 2003 dollars), shows that nearly two-thirds of Woolwich residents earn between \$53,280 and \$159,840 in 2003 adjusted figures (\$50,000 and \$149,999 Census 2000 figures). As of the 2000 Census, there were only 88 residents in the Township with poverty status, 41 of those residents were over the age of 65.

In terms of median income, Woolwich Township ranks among the highest in southern New Jersey. In 1989 (the 1990 Census) Woolwich Township's median income was comparable to that of Gloucester County (\$40,588 for Woolwich and \$39,387 for the County); however, in 1999 (the 2000 Census), the median income for Woolwich was significantly higher. Median income increased to \$83,790 in 1999, an increase of 106.4%; median income for Gloucester County only increased 37.8%, to \$54,273.

**FIGURE 13: HOUSEHOLD INCOME, 2000 CENSUS AND 2003 ADJUSTED FIGURES**

2000 Value			2003 Inflated Value			Number of Households	%
less than		\$10,000	less than		\$10,656	35	3.6%
\$10,000	to	\$14,999	\$10,656	to	\$15,983	12	1.2%
\$15,000	to	\$24,999	\$15,984	to	\$26,639	34	3.5%
\$25,000	to	\$34,999	\$26,640	to	\$37,295	65	6.8%
\$35,000	to	\$49,999	\$37,296	to	\$53,279	73	7.6%
\$50,000	to	\$74,999	\$53,280	to	\$79,919	200	20.8%
\$75,000	to	\$99,999	\$79,920	to	\$106,559	210	21.9%
\$100,000	to	\$149,999	\$106,560	to	\$159,839	245	25.5%
\$150,000	to	\$199,999	\$159,840	to	\$213,119	34	3.5%
\$200,000	or more		\$208,943	or more		53	5.5%

## Assumptions, Goals and Objectives

The Master Plan is based upon a series of assumptions, goals and objectives, which are as follows:

*Assumption:* Woolwich Township will experience extensive growth pressure through the six-year horizon of this Master Plan. The rate of increase of both population and dwelling units in Woolwich Township was among the strongest in the entire South Jersey Region during the decade of the 1990s and that trend is expected to continue during the foreseeable future. At the same time, median incomes have increased to among the highest in the region.

*Goal:* To preserve and enhance the quality of life in Woolwich Township in the face of rapid development.

*Objective:* Insure that new development is well designed and adheres to recognized principles of good planning and smart growth.

*Objective:* Strengthen ordinances that enhance community character such as design standards, landscaping and buffer regulations, and signage control.

*Objective:* Preserve open space opportunities through public and private actions.

*Objective:* Retain the existing character of the community, to the extent practical, through open space preservation.

*Objective:* Encourage commercial development in the Weatherby Town Center, along the 322 Corridor, and limit nonresidential encroachments into residential neighborhoods.

*Assumption:* Smart growth policies will be favored over patterns of sprawl.

*Goal:* To promote orderly growth within the Township.

*Objective:* Review current densities with an eye towards balancing designated growth nodes with lower density environs.

*Objective:* Develop in accordance with the State Plan and encourage the creation of communities of place. However, some land use assumptions of the State Plan may need to be reassessed, including tier designations and utility service areas.

*Objective:* Concentrate new development around established nodes or at planned locations that are well served by utilities and the road network.

*Objective:* Explore opportunities for land conservation during the process of sub-dividing tracts of land.

*Objective:* Encourage a sound fiscal mix of future uses.

*Assumption:* Woolwich Township will continue to be an attractive place to live.

*Goal:* To provide a safe and attractive residential environment.

*Objective:* Provide a variety of housing opportunities and dwelling types for residents at all income levels.

*Objective:* Comply with applicable laws and policies regarding affordable housing.

*Objective:* Insure that major new residential development contributes fairly to the provision of needed services, including recreation.

*Assumption:* Woolwich Township's demographic profile, the rapid growth of the Township and the surrounding area, and lack of significant existing retail opportunities, offer the potential for an expansion of retail and related development opportunities, including opportunities for mixed use development.

*Goal:* Provide conveniently located and well-designed retail and commercial opportunities to serve the residents of Woolwich and the surrounding area.

*Objective:* Provide opportunities for more intensive regional-scale retail development, which will become possible once sewer and water can be provided to the Route 322 corridor.

*Objective:* Due to limitations in the road network, retail activities in the area now designated as Woolwich's Town Center should be directed towards a community-scale market and should be integrated with other planned community facilities. Mixed office and/or apartment uses in this area shall be permitted.

*Goal:* Limit the expansion of office and light industrial uses to areas that have good highway access to either Route I-295 or to the New Jersey Turnpike, and that have public sewer and water available.

*Objective:* Review existing patterns of zoning to determine if any changes are necessary in the areas designated for office and light industrial use.

*Assumption:* An ever-increasing range of public services will be required as Woolwich Township continues to grow.

*Goal:* To provide a full range of community services to residents of Woolwich Township.

*Objective:* Provide a new municipal administration building capable of meeting the current and projected needs of the township.

*Objective:* Provide enhanced public safety service, including police, fire, and EMS, to meet the current and projected needs of the population.

*Objective:* Work with the local and regional school districts to provide appropriate locations for necessary new school facilities.

*Objective:* Work with the Gloucester County MUA, Swedesboro and/or Logan Township to cooperatively determine the appropriate future roles and boundaries of sewer and water service areas.

*Objective:* Work cooperatively with County and Regional Planning Agencies, recognizing that some adjustments to current policies may need review.

*Objective:* Provide opportunities for private and quasi-public institutional uses, including houses of worship, recreational facilities, and similar uses.

*Assumption:* There is, and will be, a need for improvements to the local and regional circulation system as it affects Woolwich Township.

*Goal:* To work with State, County, and Local Officials to improve the traffic circulation system.

*Objective:* Encourage NJ DOT and Regional officials to improve Route US 322.

*Objective:* Work cooperatively with County officials to upgrade County highways within Woolwich Township.

*Objective:* Review existing street patterns to determine if new streets are required to improve cross-township traffic patterns, including bypasses of congested areas.

*Objective:* Take every opportunity to create an effective system of pedestrian sidewalks, particularly on collector and arterial roadways, during the subdivision and site plan approval process. Encourage the provision of, trails and bikeways during the plan review process, when recommended by the Master Plan.

*Objective:* Encourage the development of opportunities for public transportation in cooperation with regional agencies.

*Assumption:* The preservation and conservation of Woolwich's natural and cultural resources will increase in importance as the community develops.

*Goal:* To protect environmentally sensitive lands in the township.

*Objective:* Enforce environmental policies.

*Objective:* Protect all sensitive lands through public and private action.

*Objective:* Link various areas of the township through a system of greenways, made available to the public through either acquisition or conservation easements.

*Objective:* Ensure that all municipal policies protect and favor the environment.



*Goal:* To protect historic and cultural resources in the township.

*Objective:* Identify and protect historic resources.

*Objective:* Foster opportunities for the arts.

## Land Use Element

When Woolwich Township's last full Master Plan was adopted in 1990 the Township was essentially an agricultural community with just 475 occupied dwellings. There were 1,468 persons living in the Township and little in the way of nonresidential land uses, other than those related to farming.

Nonetheless, the prior Master Plan recognized that the Township had been targeted for significant growth. More than thirty years ago, as the Commodore Barry Bridge neared completion, the W.R. Grace Company began to acquire large tracts of land in both Logan and Woolwich Townships with the intent of developing a new community to be known as Beckett. Although some residential and nonresidential development occurred, the pace of growth in Beckett lagged behind projections, due in part to delays in the construction of I-476 (The Blue Route) and periodic economic downturns. Virtually all of Beckett's development that had been completed, or was underway at the time of the 1990 Master Plan, had occurred in Logan Township. Nonetheless, the introduction to the 1990 Woolwich Township Master Plan made it clear that it "provides for the gradual growth of this rural township into a diverse suburban community with an ultimate potential population of approximately 75,000."<sup>1</sup> The plan proposed a dual zoning scheme, whereby densities were limited without access to public sewer and water, but densities would be substantially increased if sewer and water service were provided.

Woolwich's growth, with or without Beckett, is to some extent inevitable. Woolwich Township occupies a strategic position on U.S. 322, including an interchange with the New Jersey Turnpike. Another interchange, with Route I-295, is located just west of the

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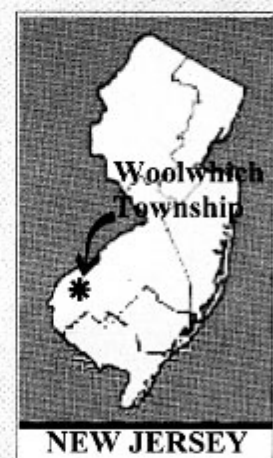
<sup>1</sup> Woolwich Township, Gloucester County, New Jersey Master Plan, Prepared by Adams, Rehmann & Heggan Associates, Randall E. Scheule, PP, AICP. Adopted by Woolwich Township Planning Board, July 3, 1990. Pp 2-3.

municipal boundary with Logan Township. The Commodore Barry Bridge is located about 2.5 miles west of the Logan/Woolwich Township Municipal Boundary Line. The Commodore Barry Bridge crosses the Delaware River and provides direct access to Pennsylvania and to Interstate Routes 95 and 476. In turn, I-95 provides access to the State of Delaware and the cities of Chester and Philadelphia, while I-476 serves Philadelphia's western and southern suburbs. East of Woolwich Township, Route 322 leads to the NJ Route 55 Expressway and, indirectly, to the Atlantic City Expressway. The regional location is shown on Map 1.

The pace of development in Woolwich Township quickened in the latter part of the 1990s. The 1,680 acre portion of Beckett that had been assembled in Woolwich Township was acquired by Summit Ventures, LLC, and it proposed a planned unit development (PUD) of its own, to be known as Weatherby. A General Development Plan (GDP) for Weatherby was approved by the Woolwich Township Planning Board in 1998 and it permitted up to 4,500 dwelling units (including up to 1,500 multifamily units), and up to 250,000 square feet of commercial space. The GDP provides that at least 10% of Weatherby's residential units must be limited to households in which at least one person is age 55 or older but, as the plans have evolved, approximately 1,000 of the 4,500 units are now designated as age-restricted. The pace of other development, outside of Weatherby, has also accelerated to the point where Woolwich Township has become one of the fastest growing communities in the entire Delaware Valley Region. The 2000 census reported that Woolwich's population had more than doubled to 3,032 persons, as described in the demographic section of this Master Plan. By 2002, Woolwich had become the fastest growing municipality in the State of New Jersey. Thus, between Weatherby and these smaller developments, certain patterns of suburban development have already been assured.

Another major development has been proposed by Woolwich Adult, LLC, as a means of resolving an affordable housing suit. The development would add 925 market-priced

age-restricted homes and 104 age-restricted affordable units, as well as provide 39 Regional Contribution Agreements. It would also produce up to 2.5 million square feet of nonresidential uses. As noted in the Introduction, Woolwich Township has pursued this settlement because it advances other long-standing goals of the Township, namely the provision of sewer service along the Route 322 corridor, which would permit the development of nonresidential tax ratables necessary for the economic health of the community. commercial/office and industrial uses. Less than 1% was used for institutional purposes.



PREPARED BY:  
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Many Woolwich residents would like to retain the rural character of the Township, which may be in jeopardy given the rapid pace of development in the Township. There is a growing concern that the 1990 Master Plan may no longer be an appropriate vehicle to protect the community's character. Although it sought to permit growth in an orderly fashion, it provides for an ultimate population of 75,000 persons that may be too large to protect farmland and to safeguard the open space resources that are valued by the community. The current zone plan is shown on Map 2, which also displays existing land use. The proportion of the Township devoted to each land use category in 2002 is shown in Figure 14.

**FIGURE 14: EXISTING LAND USE (2002)**

<b>Existing Land Use</b>	<b>Acres</b>	<b>Percentage</b>
Agriculture	7,085.74	51.9%
Permanently Preserved Farmland	488.99	3.6%
Commercial/Office	156.29	1.1%
Industrial	217.00	1.6%
Institutional	119.77	0.9%
Permanently Preserved Open Space	24.01	0.2%
Private Recreation and Open Space	326.19	2.4%
Retail	58.83	0.4%
Single Family Residential	4,739.67	34.7%
Roads	214.20	1.6%
Vacant/Undeveloped	223.56	1.6%
<b>Total</b>	<b>13,654.25</b>	<b>100.0%</b>

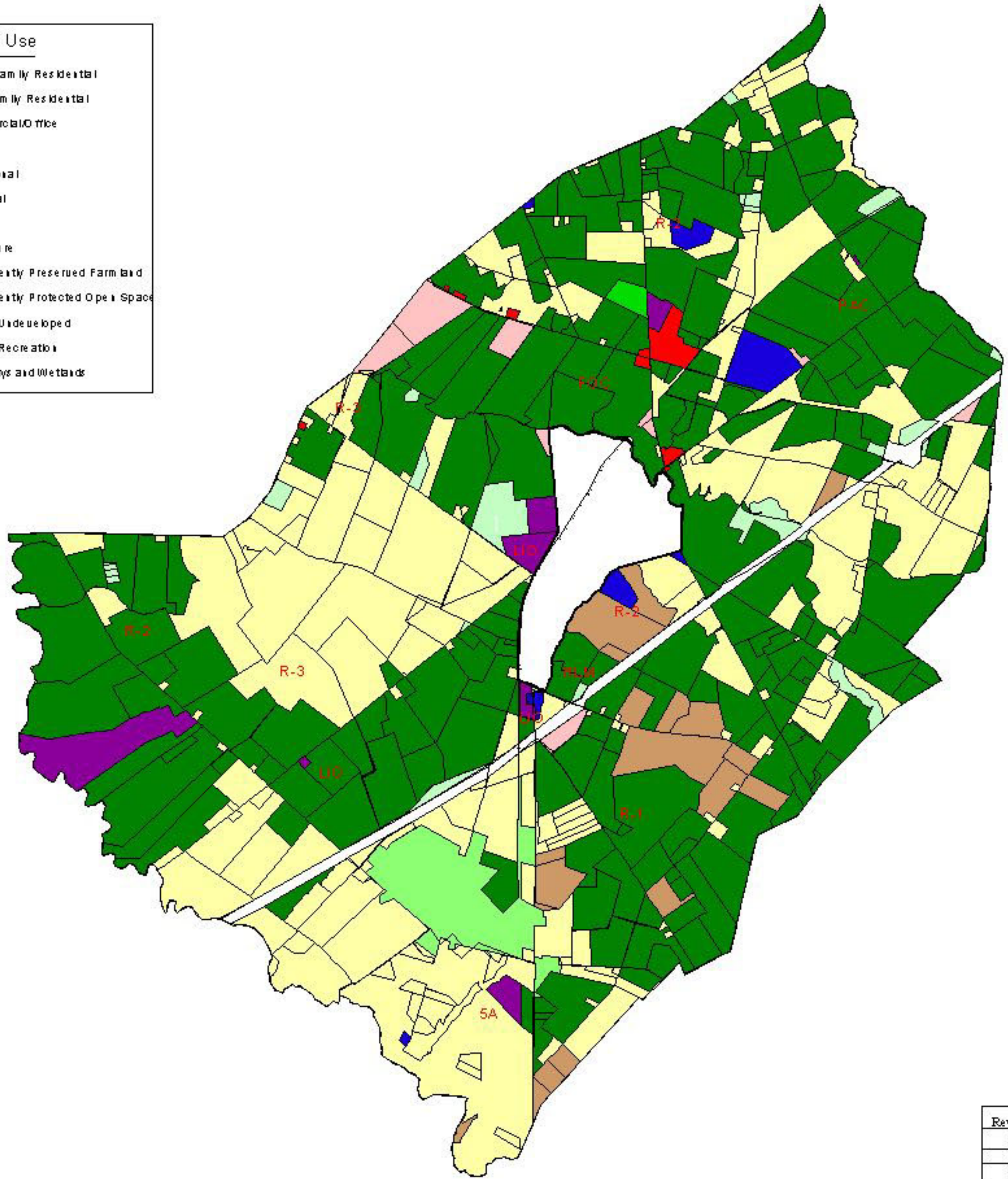
Over half of Woolwich's land area is devoted to agriculture, but less than 4% of that total is permanently preserved farmland. The rest of this agricultural land is vulnerable to the intense development pressure that the Township is facing. About 35% of the Township's land area is devoted to residential use, which is overwhelmingly single-family detached dwellings at present. About 6% of the Township's land has been preserved as farmland, public or private open space and much of the remaining land

area is devoted to roads and undeveloped real property. Just 0.4% of the Township's land was devoted to retail uses, with a total of 2.7% of the land being used for other commercial/office and industrial uses. Less than 1 % was used for institutional purposes.



# LEGEND

Zoning	Existing Land Use
SA Five Acres	Single Family Residential
R-1 Residential (1.5 Acres)	Multi-Family Residential
R-2 Residential (1 Acre)	Commercial/Office
R-3 Residential (.5 Acres)	Retail
RMD Residential Medium Density	Institutional
RLM Residential Low/Moderate	Industrial
TC Town Center	Utility
SOC Service Office Center	Agriculture
HC Highway Commercial	Permanently Preserved Farmland
LIO Light Industrial/Office	Permanently Protected Open Space
M Manufacturing	Vacant/Underdeveloped
	Private Recreation
	Waterways and Wetlands



Revision Dates
03/20/03
03/26/03
04/02/03
06/25/03
08/29/03

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**Woolwich Township**  
Gloucester County, New Jersey

Map-2: Existing Zoning and Land Use

Date: 10-22-02

0 4000 8000 Feet

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Figure 15 shows the proportion of the Township devoted to the various zoning districts now in effect. Just over 78% of the Township is zoned for residential uses, with the remaining 22% being zoned for a variety of nonresidential districts.

**FIGURE 15: AREA DEVOTED TO EXISTING ZONING**

<b>Existing Zoning</b>	<b>Acres</b>	<b>Percentage</b>
5A 5 Acre	647.87	4.7%
R-1 Residential (1.5 Acres)	3,636.94	26.6%
R-2 Residential (1 Acre)	4,463.65	32.7%
R-3 Residential (0.5 Acre)	109.07	0.8%
RLM Residential Low/Moderate	155.22	1.1%
RMD Residential Medium Density	1,673.14	12.3%
HC Highway Commercial	58.46	0.4%
LIO Light Industrial/ Office	2,013.69	14.7%
M Manufacturing	60.72	0.4%
SOC Service Office Center	619.63	4.5%
TC Town Center	215.85	1.6%
<b>Total</b>	<b>13,654.26</b>	<b>100.0%</b>

It must be noted that the Weatherby PUD is located between Logan Township and Swedesboro, and is generally focused on Center Square and Auburn Roads. Neither of these streets is a significant component of the regional road network, and yet the 1990 Master Plan proposed a Town Center near the intersection of these roads, close to Swedesboro's central business district. This Town Center was incorporated into Weatherby's General Development Plan. There is no question that some neighborhood-oriented commercial uses are appropriate for a development as large as Weatherby, but the question must be asked if that project's "Town Center" is the logical place for more intensive commercial uses designed to serve the needs of a rapidly growing sub-region, not just Woolwich Township. Normally, such uses are located on major highways, where traffic can be more readily controlled and non-local traffic can be segregated from residential neighborhoods.

The logical place for intense land development in Woolwich Township is along the Route 322 corridor. Much of Route 322 in Woolwich Township must be expanded from two to at least four lanes, but a 120-foot to 160-foot wide right-of-way already exists for most of its route through the township and its widening is essential to solve regional transportation problems. Indeed, the 1990 Master Plan states that “the Route 322 corridor provides opportunities for a wide variety of commercial and industrial uses.”<sup>2</sup>

Despite this, little new development has occurred near Route 322. The principal reason for this lack of development has been the fact that the Route 322 corridor remains outside of the approved sewer service area. The Township, in cooperation with Logan Township and the Borough of Swedesboro, has also sought to have the area around Route 322 approved as a Center within the context of the New Jersey State Development and Redevelopment Plan (the State Plan), but these efforts were never approved by State Officials.

As we begin preparation of a new Master Plan, previously approved development must be viewed as an accomplished fact. Weatherby was included in an amended 208 Sewer Service Plan in 1994, which is shown in Map 3. This amendment expanded the previously approved service area of the Logan Township Municipal Utility Authority. This expanded sewer service area also includes a number of out-parcels that are not part of Weatherby, most notably along High Hill Road. Weatherby’s GDP, which as noted above was approved in 1998, guarantees Summit Ventures’ right to develop within the approved parameters of the General Development Plan for a period of at least 20 years. Other developers, many of whose lands are not included within the approved sewer service area, have received preliminary and/or final plan approvals and are also protected from zoning amendments for a lesser period of time, as provided by the Municipal Land Use Law. These approved patterns of development must be

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<sup>2</sup> *Ibid.*, p. 3.

accepted as a given fact, and the plan accepts the proposed distribution of land uses incorporated in the proposed settlement with Woolwich Adult, LLC.

The past zoning ordinance provided for significant density bonuses as public sewer becomes available. Utility companies have already begun studying plans that would extend the sewer service area beyond the current service area that serves Weatherby



# LEGEND

Sewer Service Area

Existing 208 Area (Logan MUA)

Existing 208 Area (DVRPC Plan)

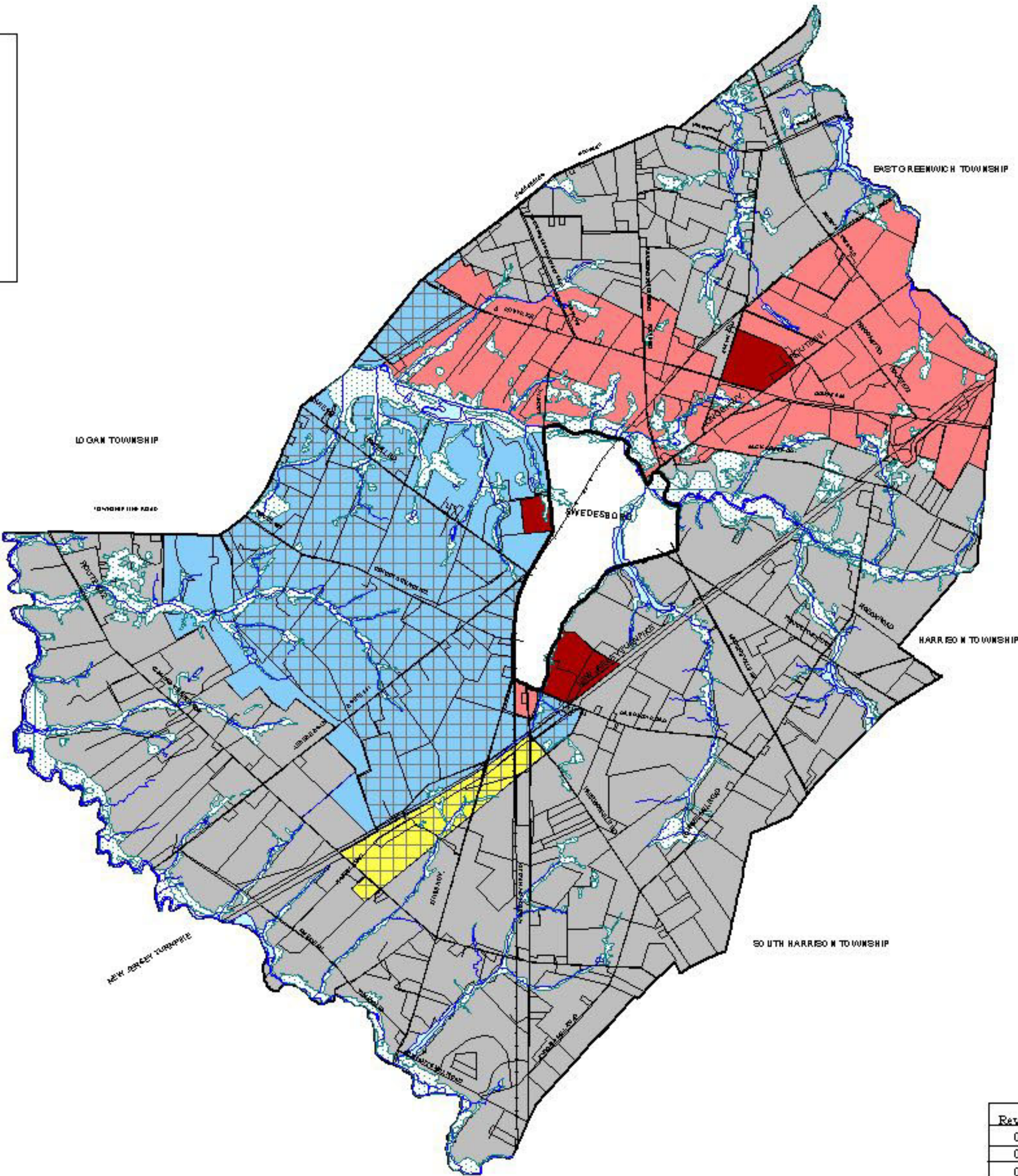
Proposed Addition to 208 Area (Swedesboro Plan)

Area to be Removed from 208 Area (Logan MUA)

Unsewered Area

Existing 208 Area (Swedesboro Plan)

Waterways and Wetlands



Revision Dates
03/20/03
03/26/03
04/02/03
06/25/03
08/29/03

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Woolwich Township

Gloucester County, New Jersey

Map-3: Proposed Changes to Sewer Service Area

Date: 10-22-02

0 4000 8000 Feet

North

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and its surrounding lands. Plans to sewer most areas north of the New Jersey Turnpike have been considered. Fortunately, such an expansion requires municipal approval and both the Planning Board and Township Committee have resolved to limit the expansion of public sewers in Woolwich Township to areas that are beneficial to the Township as a whole. This is important for a number of reasons: it will limit future population densities to levels that are consistent with the preservation of the open character desired by residents; and it is based on solid environmental considerations.

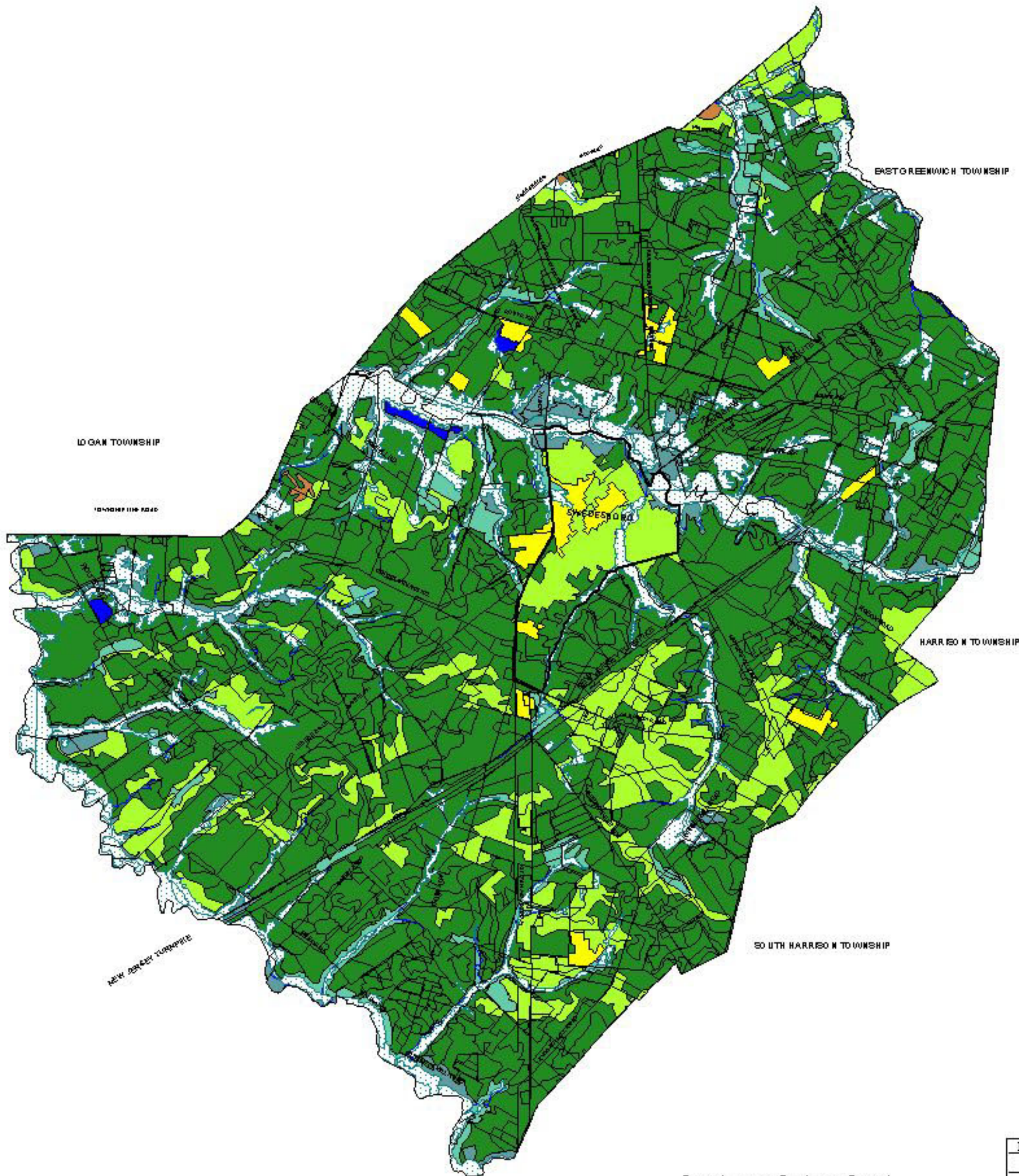
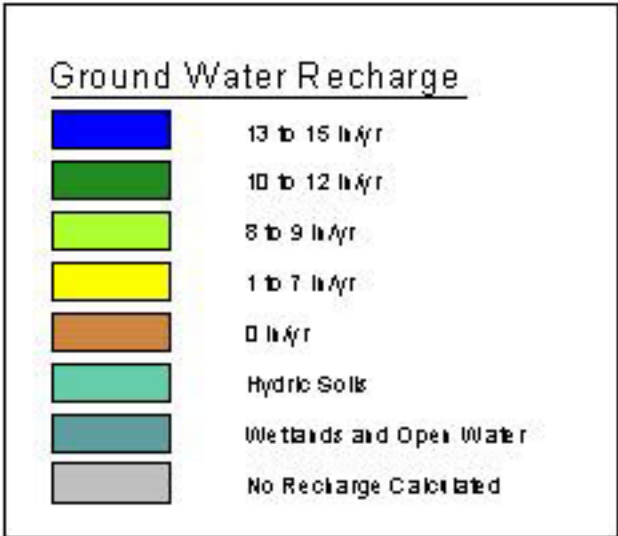
Map 4 displays groundwater recharge rates based upon a Recharge-Based Nitrate-Dilution Model prepared by the New Jersey Geologic Survey. It shows groundwater recharge rates in inches per year. It will be noted that much of Woolwich Township falls into the recharge category of 10 to 12 inches per year. For higher recharge rates, the amount of permitted impervious surfaces (density) should be reduced to support environmental quality and the safety of the groundwater aquifer. For example, the 10 to 12 inch per year classification supports average lot sizes of 2.0 to 2.4 acres, with a minimum lot area of 1.2 to 1.4 acres. This density is less than in any residential zone currently existing in the township. Existing approved (or soon-to-be approved) development growth nodes at Weatherby and along the Route 322 Corridor exceed these densities but will be balanced by reduced densities in other parts of the Township. This mapping supports the need to greatly reduce densities in other, as yet undeveloped portions of the Township.

Fortunately, much of Woolwich Township remains undeveloped despite increasing interest from prospective developers. This Plan seeks a radical departure from the premises of the 1990 Plan in an effort to preserve farmland and open space, and in the process, to preserve the essential character of the community. It proposes to accomplish this goal by reducing the Township's ultimate population density.

The availability of public sewer service had been a critical factor in determining density. The “density bonus” that until recently existed in the current zoning ordinance would have allowed dramatic increases in the density of residential development. For example, in the R-2 district, the minimum lot area for a single family detached home



LEGEND



Based upon a Recharge-Based  
Nitrate-Dilution Model prepared  
by the New Jersey Geologic Survey

Revision Dates
03/20/03
06/25/03
08/29/03

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Woolwich Township

Gloucester County, New Jersey

Map-4: Ground Water Recharge System

Date: 01-28-03

0 4000 8000 Feet

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North



would decrease from 1 acre (43,560 square feet) without sewer and water to 8,000 square feet if sewers were provided. The minimum lot area could be further reduced to 6,500 square feet if provided within a planned unit development. This is a 5.5 fold increase in density and its repeal was a recommendation of the Master Plan Committee even before adoption of this Plan. The provision of public water service is viewed as being less directly related to the density of development. There is unquestionably an increased cost to run water mains to more widely dispersed lots, but the provision of public water is, at its base, a matter of public health.

It is further recommended that a small portion of the land located east of the Turnpike be deleted from the sewer service area. None of the uses in this area are currently connected to the sewer system, despite its inclusion in the 208 Area. In order to control density, community-based treatment plants will not be eligible for any increases in density when located outside of the 208 areas.

At the same time, it is recommended that a new sewer service area be created along the Route 322 corridor. This would encourage the development of more intensive regional retail, office, light industrial, and warehouse/distribution uses in this area. It should be noted that such uses have long been promoted by the Township. Although it is not always possible to generalize, it can be expected that the increased residential development occurring in Woolwich will typically provide a negative fiscal impact. That is, the cost of providing services to these new residents will likely exceed the revenues raised by the development. Nonresidential development traditionally provides a positive fiscal impact and the development of the Route 322 corridor with these uses may be viewed as being essential to assuring Woolwich's future economic viability.

It is recommended that this area be served by the redevelopment of a Joint Swedesboro-Woolwich Sewage Treatment Plant. The current Swedesboro Plant is not capable of



meeting current treatment standards and its flow is sometimes over design capacity. This leads to the introduction of untreated sewage into the Raccoon Creek, which then flows into Woolwich Township. The upgrading of the Swedesboro Plant thus improves environmental quality. Further, the Swedesboro Plant's service area already includes several areas in Woolwich Township: an isolated service area on Route 322, which is limited to the Kingsway Regional High School; the undeveloped RLM (affordable housing) District; and the Locke Avenue Park. Another minor expansion of the Swedesboro service area is proposed to include the Grasso Foods site, which now has its own package sewer plant. This is proposed only as a backup in the event that plant is unable to comply with newer treatment standards.

All of these changes will require an amendment to the Township's 208 plan and approval from state and regional authorities. They are also shown on Map 3.

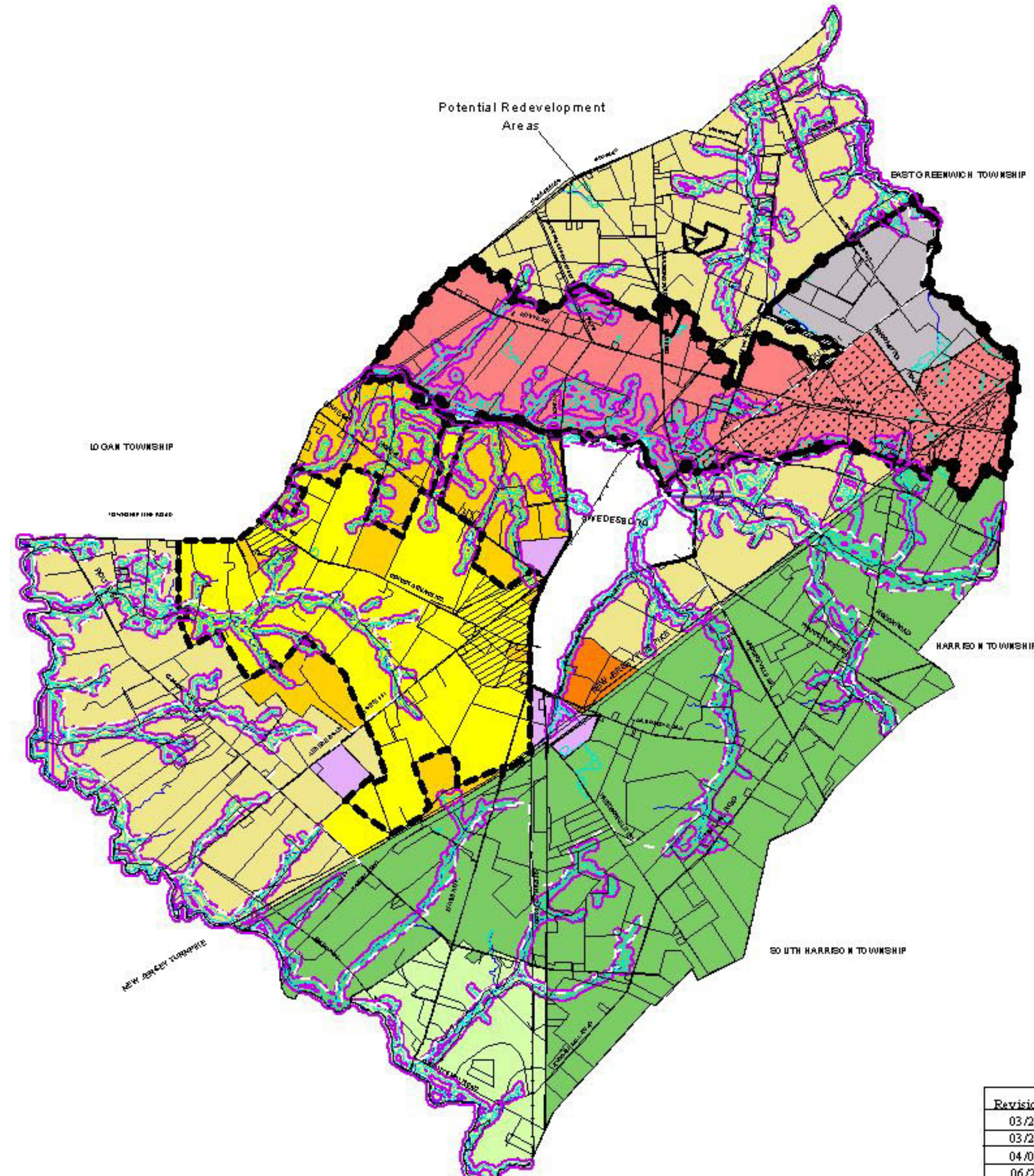
The new Master Plan proposes a new Land Use Plan, as shown on Map 5. If adopted by the Township Committee, it would form the basis of a new zoning map. The plan recognizes that two growth nodes of increased density will be created within Woolwich Township. One will be the Weatherby PUD and the other will be created by the anticipated increase of development that will occur along Route 322 with expansion of the Sewer Service Area to include that region. In order to balance this growth, the plan proposes to adjust densities in other parts of the community.



# LEGEND

## Land Use

- 5 Acres Residential
- R-1 Residential
- R-2 Residential
- R-3 Residential
- RLM Residential Low/Moderate
- PAC Planned Adult Community
- PUD Planned Unit Development
- FOC Flexible Office Commercial
- LIO Light Industry Office
- Waterways and Wetlands
- Highway Commercial Overlay
- Weatherly Commercial Overlay
- Foot Conservation Overlay
- Potential Trail Location
- Route 322 Growth Node
- Weatherly Growth Node



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**Woolwich Township**  
 Gloucester County, New Jersey

Map-5: Proposed Land  
Use Plan

Date: 10-22-02



North

0 4000 8000 Feet

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## **Residential Land Uses**

It is proposed that that the current Five Acre District will remain largely unchanged and that the density of the existing R-1 District be lowered from one unit per one and one half acres to one unit per two acres. Both of these districts are located east of the New Jersey Turnpike and are designated in the State Plan as being located in Tier 4, the Rural Planning Area.

Most of the area west of the Turnpike, which is not in a sewer service area, would be placed in a new R-2 District, with a density of one unit per one and a half acres. This land is located in Tier 3, the Fringe Planning Area, in the State Plan. It includes some undeveloped land that is now located in the Light Industrial Office District, but which would revert to the R-2 designation.

Block 18, Lot 3, a 37-acre lot on Kings Highway that is now zoned LIO, has also been included in the R-2 District. The Kingsway Regional High School District is proposing to acquire this 37-acre lot for a new middle school, a use that is supported by the Master Plan. That is why this lot is included in the proposed sewer extension plan. However, this lot would be included in the adjacent R-2 Zoning District so that, in the event that the required bond referendum is not approved by the voters, this rezoning would advance the density reduction goals of the Master Plan. The lot is excluded from the proposed growth node along Route 322 and is now located in Tier 3.

The current sewer service area is designated as Tier 2, the Suburban Planning Area, in the State Plan. The portions of this sewer service area that are part of Weatherby are designated as a new PUD Planned Unit Development District and they will be entitled to all zoning rights conveyed by the Weatherby General Development Plan, provided that the proposed development is consistent with the GDP. The PUD District allows

both residential uses and the nonresidential uses that are authorized by Weatherby's GDP.

Most other portions of the existing sewer service areas that are not covered by the Weatherby GDP are designated as part of a new R-3 District. The R-3 District will allow a density of approximately two units per acre, or a 20,000 square foot minimum lot area. A new Planned Adult Community District is proposed on both sides of Kings Highway, near its intersection with Pancoast Road. This District is proposed in conjunction with the settlement of litigation with Woolwich Adult, LLC, and would be limited to dwellings that are occupied by households in which at least one member is age 55 or older and in which no resident is less than 18 years of age. A golf course development would be created containing a maximum of 925 market-priced single family detached units and 104 affordable multi-family housing units. The development would also generate a contribution that will be used to fund a Regional Contribution Agreement to provide an additional 39 affordable housing units that will be constructed in another municipality. The Township will seek a Minor Map Amendment to the State Plan to place these lands in Tier 2.

An existing inclusionary development district, the RLM Low and Moderate Residential District on Davidson Road is retained. It would require an affordable housing set aside. Maximum densities would be adjusted to 6 dwelling units per acre for townhouse and multi-family development and 4 dwelling units per acre for single-family detached units.

Only single-family detached dwellings would be permitted in the 5A District, and in the revised R-1, R-2, and R-3 Districts. A wider variety of housing types would be allowed in the PUD,PAC and RLM Districts.

New Jersey has “Right-to-Farm” legislation but, despite this, many new residents do not anticipate the odors and other negative impacts that are sometimes associated with adjacent farms. Farming is permitted in all zoning districts but, as an added protection, a perimeter buffer is recommended in all residential districts when new dwellings are proposed adjacent to existing, operating farms.

The Plan provides opportunities to conserve residential open space and/or farmland in three ways:

1. A scenic/conservation overlay will be established beyond the boundary of any wetland buffer that is associated with the Pargey, Racoon, or Oldmans Creeks, or any of their tributaries. This overlay will be created in recognition of the unique scenic and passive recreational value of these lands and the need to preserve wildlife habitat and protect these environmentally sensitive lands. The scenic/conservation overlay will preserve the ability to place pedestrian trails near local waterways. These trails cannot be placed within the regulated wetlands buffer.

It is not the intent of the Master Plan to deny landowners all viable use of their land. The land will remain in private ownership and may be used for agriculture, silviculture, or recreation. However, the construction of dwellings and other principal structures shall be prohibited within the scenic/conservation overlay. Landowners shall be requested to grant a public access easement over said lands to allow for the establishment and maintenance of a trail system. A contribution sufficient to create a perpetual maintenance fund shall be required at time of approval. Where the provision of a scenic overlay will truly deny all viable use of a property due to exceptional narrowness, the Planning or Zoning Board is encouraged to grant relief to the minimum extent practical so that the objective of this section is met.

In addition, in select locations, the public good requires that provision be made for the connection of the trail system with trails located in scenic overlays that are close to, but not directly connected with, other scenic overlays associated with different creeks and their tributaries. The scenic overlays and the approximate location of the trail system are shown on Map 5.

It is recognized that the opportunity to provide a Township-wide scenic trail system is controlled by the pace of development but, if land is not reserved at the time of development, opportunities will be forever lost as new subdivisions are approved without provision for scenic/conservation overlays or associated trail systems. Accordingly, the provision of scenic/conservation overlays or the provision for a connecting link in the trail system shall be mandatory.

The Master Plan attempts to show only general locations for the trails. Specific locations should be determined at the time of subdivision or site plan approval. The completion of the trail system will not be immediate and, in the case of linkages across the turnpike or railroad, it may require grant funding. Nonetheless, there is a strong public benefit to providing such a system and it supports both the objectives of both the Circulation and Open Space/Recreation Elements of the Plan. This system should be extended with each subdivision or site plan that contains either the scenic overlay or the trail system.

2. A second opportunity to conserve open space or farmland can occur through the voluntary use of conservation subdivisions. All Applicants will be required to submit a conceptual yield plan which strictly conforms to the underlying zoning regulations in the district in which it is located. This yield plan will establish the base number of dwelling units that can be developed on the tract. The Applicant will be given the opportunity to receive a bonus density equal to 1.2 times the number of units produced by the yield plan in exchange for the preservation of 40% of the tract as open space. The minimum area of conserved open space

shall be two acres. Land already reserved for wetlands, flood plains, scenic/conservation easements, or steep slopes will be assigned a reduced land area. Where necessary, minimum lot sizes could be accommodated without public sewer by locating septic system leaching fields within a portion of the common open space. Common areas shall be maintained by a homeowners association, a land conservancy, or by Woolwich Township. The Planning Board shall determine the appropriate maintenance entity in cooperation with the applicant, after consideration of the intended use of the common area. The common open space may be used for active or passive recreation, may be kept "forever wild," or may be used for income producing activities such as farming.

3. Preservation of farmland is a goal of the Master Plan, so that the rural heritage of Woolwich Township can be retained. The Transfer of Development Rights (TDR) is a technique often recommended by planners for this purpose, but this mechanism is currently not permitted by the Municipal Land Use Law, except in Burlington County. The Legislature is currently considering a bill which would permit TDRs statewide, but the Master Plan recommends achieving the same goal immediately by using the technique of non-contiguous conservation subdivisions. This technique can be illustrated by the following example:

Assume that a farmer wishes to permanently preserve a 100-acre farm but funding from traditional farmland preservation programs is unavailable at a level acceptable to the farmer. If the farm is located in the R-1 Zoning District, it can be assumed that 40 new building lots would be produced. (100 acres divided by 2 acres per dwelling unit, times 0.8 to account for the land lost to new streets and drainage basins.) The actual number of lots produced can be determined by preparation of a yield plan, as described above.) Instead of selling the land directly to a developer, the farmer would be permitted to permanently deed restrict the land so that it could not be used for any purpose other than either

farming or open space. The farmer could then sell the rights to the 40 building lots that could be placed on the land to a developer who would utilize this increased density on another tract of land. For purposes of subdivision approval, the farmer's land and the developer's land would be considered part of the same development, even if the two tracts of land are not contiguous. However, the practice will be limited to the R-1 and R-2 Zoning Districts and both tracts will have to be located within the same zoning district. If the developer's land was also 100 acres in area and could produce 40 dwelling units on its own, the developer will now be permitted to build 80 units on his or her tract. Because the farmer's land will be permanently protected against future development, the overall Township-wide density will not be affected. However, the optional 1.2 density bonus, described in Section 2 above will not be available in this instance.

## **Nonresidential Uses**

The extension of sewer service to the Route 322 Corridor will allow the creation of a new Flexible Office Commercial District. This district will allow an intensive mix of commercial, retail, office, and warehousing uses to develop along this highway once sewers reach the area. The FOC District is designed to serve a regional market as well as the residents of Woolwich Township. Route 322 is the arterial highway that is best suited to serve the heavy traffic volumes that can be expected from such development. A more intensive nonresidential core is expected to develop along the Route 322 Corridor. Here development will include specialty retailing, larger power centers including "big box" uses, hotels, restaurants, and dedicated sections for office and warehouse/distribution uses. A key to the success of the nonresidential sections will be strict controls on architectural design, limitations on signage, and the liberal use of landscaping. More stringent area and bulk standards will be applied to smaller lots than to larger tracts to encourage the consolidation of small lots into large tracts that



will permit integrated developments. In addition, a special overlay will convey development rights anticipated by the settlement with Woolwich Adult, LLC.

As noted above, 250,000 square feet of nonresidential uses are permitted in Weatherby and will be authorized within a commercial overlay within the PUD District. Some residential properties that are not owned by Summit Ventures impinge into the Commercial Overlay included in the Weatherby GDP. The commercial overlay will be allowed to extend to individual lots or to groups of contiguous lots that are surrounded on three sides by the Weatherby Commercial Overlay. In the case of corner lots, the Weatherby Commercial Overlay will be allowed to extend to individual lots or to groups of contiguous lots that are bordered on two sides by the Commercial Overlay. This will minimize nonconforming residential uses. It is a stated intent of the Master Plan that this commercial overlay is solely intended to reduce said land use conflicts. In the event that the boundaries of the Weatherby Town Center are amended, with the full approval of the Planning Board and the Township Committee, the limits of the commercial overlay on adjacent land not owned by Summit Ventures shall also be adjusted accordingly. The nonresidential area included in the Weatherby GDP, like the existing development core within the Borough of Swedesboro, is primarily intended to provide neighborhood shopping and service opportunities, as well as support office uses such as those for health professionals.

Existing light industrial and manufacturing uses will continue to be zoned for the Light Industry Office District, although some undeveloped lands now zoned for that use will be placed in residential districts.

Two other lots deserve special attention. Block 14, Lots 2 and 4 are abandoned Nike missile bases. During the Cold War these sites, and others like them, were charged with the protection of the Philadelphia metropolitan area. Today, they are vacant but contaminated reminders of a prior era. The sites are owned by the United States of America, which is responsible for the clean-up of the sites. Lot 2 is located on Gilchris

Drive in the FOC District, while Lot 4 is located in the interior of a super block, in the proposed R-2 Zoning District, but is connected to Paulsboro Swedesboro Road by a fifty-foot wide access strip. These sites are considered “Brownfields” and there may be grant funds available for a quicker cleanup. It is recommended that both sites are a suitable subject for a Study to Assess the Need for Redevelopment and, if appropriate, for preparation of a Redevelopment Plan. This Redevelopment Plan would determine if the sites are suitable for municipal use or if they should be returned to the tax rolls as privately owned property.

The distribution of uses anticipated by the new zone plan is shown in Figure 16. The Weatherby Planned Unit Development and the residential portion of the Woolwich Adult settlement account for just 14.6% of Woolwich Township. An additional 13.9% of the Township, along Route 322, is reserved for more intensive retail, office, and warehousing uses in the FOC District. More than 70% of the Township has been downzoned which, with the mandatory open space or farmland preservation provisions required of larger tracts, will help preserve the character of Woolwich Township.

**FIGURE 16: DISTRIBUTION OF LAND AREA UNDER THE PROPOSED ZONE PLAN**

5A (5 Acres)	647.87	4.7%
R-1 (2.0 Acres)	3,467.37	25.4%
R-2 (1.5 Acres)	4,353.07	31.9%
R-3 (20,000 square feet)	1,104.53	8.1%
RLM Residential Low/Moderate	71.26	0.5%
FOC Flexible Office/Commercial	1,894.14	13.9%
LIO Light Industry/ Office	122.92	0.9%
PAC Planned Adult Community	459.25	3.4%
PUD Planned Unit Development	1,533.46	11.2%
<b>Total</b>	<b>13,654.26</b>	<b>100.0%</b>

The proposed land use plan will yield a maximum population at build-out of just under 30,000 residents, or 57% fewer than had been anticipated by the 1990 Master Plan. Of these 30,000 residents, it is expected that approximately 43% will reside in the already approved Weatherby Planned Unit Development. Another 6% will live in the Woolwich Adult PUD. These two planned developments will produce a series of walkable neighborhoods, linked to nearby sections by means of a path system through dedicated open space. They account for less than 15% of Woolwich Township's land area, yet they will provide about half of its ultimate population. The concentration of intensive development in these two areas will allow the remaining residential portions of the Township to develop at lower densities that will promote the preservation of open space and farmland.

The nonresidential development will bring with it significant additional traffic but the largest concentration will be focused on the Route 322 Corridor. Local officials will work closely with State and County officials to insure that an adequate level of road improvements are required of developers at the time of site plan approval. Meanwhile, the Circulation Element, which will be part of the second phase of the Master Plan, will provide a local bypass, consisting of upgrades to existing township and county roads, that will allow residents to bypass the nonresidential development cores should they so desire. Elements of the bypass will include Township Line Road, Oldmans Creek Road and Russell Mill Road to the south and Stone Meetinghouse Road, Asbury Station Road and Pancoast Road to the north.

The Master Plan supports the principles of smart growth as defined by the State of New Jersey:

- It encourages mixed land uses by promoting an integration of land uses within the growth nodes centered on the Weatherby PUD and the PUD created by the Woolwich Adult settlement.

- The Master Plan provides Woolwich Township with a full range of housing choice and opportunity. A substantial number of townhouse, duplex and apartment units have been provided for in the PUD, PAC and the RLM Districts. In addition, the Township believes that it has fully met its affordable housing obligation, far exceeding the Cycle 2 affordable housing allocation.
- Walkable neighborhoods are a goal of the State Plan. This is less practical in those areas where the Master Plan seeks lower densities as a means of discouraging sprawl. Nonetheless, walkable neighborhoods are a key feature of the large Weatherby PUD, the RLM District, the PAC Districts, as well as in conservation subdivisions.
- The State Plan encourages distinctive, attractive communities that offer a sense of place. This goal has been heartily endorsed by the Planning Board, which is working with developers to achieve this goal. Specific design standards for new development will also be adopted.
- A specific goal of the Master Plan is to encourage density in the Weatherby PUD, which is close to the established town of Swedesboro, and to encourage density along the 322 Corridor, where road improvements will allow better management of resultant traffic. All other areas of the Township are proposed for reduced densities to preserve open space, farmland and scenic resources. Again, this supports the anti-sprawl goals of the State of New Jersey.
- Woolwich Township is largely a blank slate. The new development that it is experiencing now and in the future will form the character of the community. To this end, the Planning Board and its staff is working closely with applicants to ensure adequate direction and a positive result.

- Because of the current limited state of development in Woolwich Township, transit-centered development is not practical. However, it is the policy of the Master Plan to encourage an expansion of the existing bus service, when feasible, to serve established neighborhoods, places of employment, and shopping opportunities.
- The new zoning amendments that will implement the recommendations of the Master Plan will permit predictable, fair, and cost-effective development decisions.
- The Master Plan has been developed as part of a full and open process. Initial meetings were held by a Master Plan Subcommittee that contains representation from the Governing Body, the Planning Board, the Zoning Board of Adjustment, and the Environmental Commission. All of these meetings are advertised and open to the general public. Upon completion, the Planning Board will conduct a public hearing, with notice to adjacent municipalities and the County Planning Board, as required by the Municipal Land Use Law.

The Master Plan is a living document and will be periodically updated and reexamined as conditions warrant, but at least once every six years. Specifically, the present document represents just the first phase of the 2003 Master Plan. Subsequent elements will address circulation, community facilities, recreation and open space, natural features conservation, historic preservation, farmland preservation, and recycling.

Once adopted, this Master Plan serves as a guide to the Planning Board and as a standard to be used by the Zoning Board of Adjustment when evaluating all future variance requests. The Township Committee is moving quickly to draft and adopt zoning amendments designed to implement the Land Use Element.

# **Housing Element and Fair Share Plan**

## **Legal Background**

The Housing Element and Fair Share Plan is required by the Fair Housing Act, which was signed into law in July of 1985. It mandates that all municipalities that choose to enact and enforce a zoning ordinance must prepare a housing element as part of the community's master plan. The Housing Element became one of the three required elements of a Master Plan in August, 1988. The Housing Element must include an analysis of housing, demographic and employment characteristics of the community and an analysis of municipal lands appropriate for affordable housing.

The affordable housing obligation is sometimes called the “Mt. Laurel Obligation,” because the initial court cases that were brought against that township led to a finding by the New Jersey Supreme Court that every municipality in the State had a constitutional obligation to meet the housing needs of low and moderate income households. Litigation brought under the Mt. Laurel Doctrine is sometimes called a “Builder’s Remedy Case” because builders who successfully prove that a town has not met its affordable housing obligation are often awarded approval of their plans, regardless of zoning, as a reward for bringing the municipality to the Court’s attention. In extreme cases, the Court can order that all development regulations in an offending municipality can be set aside and it can appoint a master (a planner working for the Court) to rewrite the municipal ordinances.

The Fair Housing Act also created the Council on Affordable Housing (COAH) to administer and implement affordable housing policy among local governments. COAH established both procedural and substantive rules for communities to create a fair share plan to address the affordable housing obligation that is based on a regional fair share allocation formula. COAH was charged with reviewing and, when requested, certifying the municipal fair share plan. With certification, a municipality's zoning

ordinance carries a presumption of validity against future legal challenges for a period of 6 years. However, municipalities are not required to submit their Housing Elements to COAH and Woolwich has never done so, although its Master Plan has included the required Housing Element since 1990.

COAH is charged with the responsibility of calculating the need for housing affordable to low and moderate income households in each of six housing regions across the State and then to allocate a “fair share” of that need to each municipality in each region. Woolwich Township is located in COAH's Region 5, which includes Burlington, Camden, and Gloucester Counties.

The allocation is based on a number of factors including existing need, population growth, income and employment opportunities. Adjustments are then available to take into account such factors as environmentally sensitive lands, a lack of utility service, a lack of sufficient recreation land, and a lack of vacant land. Several caps of the fair share number are also included in COAH's regulations, including one that insures that no town's fair share number exceeds 20% of the housing units found in the previous census. Woolwich benefited from this 20% cap during the first two cycles of fair share allocation, which were based upon the 1990 census, but it is unlikely to see this cap affect future obligations.

COAH's initial regulations cycle calculated municipal fair share of the regional affordable housing obligation for the time period 1987-1993 and assigned Woolwich a fair share number of 88 units. On June 4, 1994, COAH adopted revised substantive rules and set forth the requirements for a second cycle of affordable housing elements and fair share plans that covered a cumulative time period from 1987-1999. Woolwich's capped obligation was 101 units. Normally, COAH would have issued Cycle 3 numbers within six years to cover the period 1999-2005. However, since the fair share allocations were computed on the basis of census data, and a new census was to be undertaken in 2000, COAH determined that it would wait until that data became

available and that approved Cycle 3 plans would be eligible for a ten year period of protection.

COAH anticipated that there would be a delay until its new regulations were adopted and it decreed that communities that petitioned COAH for Substantive Certification prior to June 6, 2000 would receive a six-year certification, upon acceptance by COAH. Communities that did not petition COAH by that date would only be eligible for a period of protection that lasted one year from the date of the adoption of COAH's rules.

Communities that were sued for failing to meet their affordable housing obligation receive a similar treatment in the Courts, which generally followed COAH rules.

Affordable housing is defined as a dwelling, either for sale or rent that is within the means of households of either low or moderate income. Low-income households are those with annual incomes that are equal to 50% or less than the median income for the region in which they are located. Moderate-income households are those earning between 50% and 80% of the regional median income. These limits are determined annually by COAH and the most current adopted income limits (adopted in April 2003) are shown in Figure 17.

The key to determining whether the cost of housing meets "affordable" guidelines is the proportion of monthly household income spent on housing. Renters are expected to use no more than 30% of their income for housing while homeowners' housing expenses are limited to 28%. These monthly housing costs include utilities and, in the case of sale housing, mortgage principal and interest, taxes, and insurance. The current COAH income standards as applied to Woolwich Township, as well as the maximum payments for a household at the upper limits of the low and moderate income categories are also shown in Figure 17.

COAH realized that its third cycle fair share obligation would normally be due for a six-year period beginning in 1999, but those numbers would be based on very old 1990



census data. It determined that it would wait until the new 2000 census data became available and then would henceforth grant ten-year certifications to follow the census schedule. However, COAH did not release draft third cycle fair share allocations until August 25, 2003 and adoption of these rules is not expected until sometime in 2004.

**FIGURE 17: AFFORDABILITY LIMITS  
FOR LOW AND MODERATE INCOME HOUSEHOLDS (REGION 5)**

Household Size	Low Income			Moderate Income		
	Upper Limit Income	Maximum Monthly Rental	Maximum House Payment	Upper Limit Income	Maximum Monthly Rental	Maximum House Payment
1.0	\$23,870	\$597	\$557	\$38,192	\$955	\$891
1.5	\$25,575	\$639	\$597	\$40,920	\$1,023	\$955
2.0	\$27,280	\$682	\$637	\$43,648	\$1,091	\$1,018
3.0	\$30,690	\$767	\$716	\$49,104	\$1,228	\$1,146
4.0	\$34,100	\$853	\$796	\$54,560	\$1,364	\$1,273
4.5	\$35,464	\$887	\$827	\$56,742	\$1,419	\$1,324
5.0	\$36,828	\$921	\$859	\$58,925	\$1,473	\$1,375
6.0	\$39,556	\$989	\$923	\$63,290	\$1,582	\$1,477
7.0	\$42,284	\$1,057	\$987	\$67,654	\$1,691	\$1,579
8.0	\$45,012	\$1,125	\$1,050	\$72,019	\$1,800	\$1,680

Source: Council on Affordable Housing – 2003 Regional Income Limits

In January 2002, Woolwich Township was sued by Woolwich Adult, L.L.C., an entity that alleged that the Township had failed to meet its affordable housing, largely because it claimed that the 20% cap should not apply following the Township's grant of General Development Plan approval to Summit Ventures, L.L.C. for the 4,500 unit Weatherby planned unit development. The Township has vigorously denied this claim, arguing that it has more than met the last published fair share allocation by COAH of 101 units and that it cannot be held responsible for COAH's failure to issue Cycle 3 allocations since they are based upon an allocation of regional need.

This Housing Element and Fair Share Plan is the direct result of a cooperative effort by Woolwich Township and Woolwich Adult, LLC to settle the litigation on terms that are consistent with COAH regulation and which attempt to provide a fair share number which greatly exceeds the Cycle 2 obligation. It takes a global approach, and addresses Township-wide housing issues. Woolwich Township is now under the jurisdiction of the New Jersey Superior Court as a result of the litigation. This Plan is therefore submitted by both parties and is conditioned upon approval of the Plan, the Settlement Agreement, and related exhibits thereto by the Honorable Judge James E. Rafferty.

Once this settlement has been approved by the Court, the Township will receive a period of protection from other affordable housing litigation that will last until one year after COAH's new Cycle 3 rules are adopted. This will allow the Township to develop a modification to its plan, if necessary to address a higher affordable housing obligation.

## **Housing, Demographics and Employment**

A municipality's housing element must include a strategy for addressing its present and future housing needs, with particular attention to low and moderate income housing. In addition, COAH requires the following as part of a municipality's housing element:

- An inventory of the municipality's housing stock and a projection of the housing stock for the next six years;
- An analysis of the municipality's demographic and employment characteristics;
- A determination of the municipality's fair share for low and moderate income housing; and
- A land use analysis of Township lands appropriate for affordable housing, along with any applicable environmental analysis and an assessment of public utility service for each site.

## **Housing Stock Inventory**

According to census data, the number of dwelling units in Woolwich increased 106% between 1990 and 2000, from 498 units to 1,026 units. Between 1980 and 2000 there was a 163.1% increase in the number of housing units, from 390 to 1,026. The number of occupied units increased from 475 units in 1990 to 959 units in 2000. The Township's population showed an increase of nearly 107% between 1990 and 2000 from 1,468 people to 3,032 people, and a 168.6% increase from 1980 to 2000. Household size dipped slightly to 2.81 in 1990, but in the following decade the household size

rebounded to a figure higher than the 1980 benchmark. Figure 18 summarizes this information.

**FIGURE 18: POPULATION AND DWELLING UNITS**

	<b>1980 Census</b>	<b>1990 Census</b>	<b>2000 Census</b>	<b>% Change 1980-2000</b>	<b>% Change 1990-2000</b>
Population	1,129	1,468	3,032	168.6%	106.5%
Housing Units	390	506	1,026	163.1%	103.0%
Occupied Units	373	475	959	157.1%	101.8%
Household Size	3.02	2.81	3.14	-4.0%	11.7%

Sources: Census of Housing from 1980, 1990, and 2000

The Delaware Regional Planning Commission (DVRPC) projects that the population in Woolwich will more than double in the next ten years (by 2010) to 6,390, a 110% increase. By 2020 DVRPC projects that Woolwich's population will have almost tripled to 11,590, an increase of 282%. For comparison, the population for Gloucester County as a whole is expected to increase more than 20%. As dramatic as these growth projections for Woolwich Township are, they may be low. 1,000 of Weatherby's 4,500 units will be age-restricted and an average household size of 1.8 persons per unit can be assumed, at least during the early phases of development. If the remaining 3,500 units mimic Woolwich's 2000 median household size of 3.14 persons per household, Weatherby alone could provide 12,790 new residents to Woolwich Township after full build-out, which could take up to 20 years (ending in 2018). However, as the Land Use Element points out, the Township is seeking to maintain its rural character by severely limiting future expansions of the Sewer Service (208) Plan and reducing density in other parts of the community. All areas proposed for inclusionary affordable housing development in this Plan will be provided with public sewer and water, however.

Of the 1,026 dwelling units existing in Woolwich Township in 2000, the majority (58%) were built after 1990. Almost all of the dwelling units constructed at that time are single-family detached dwellings (98.8%). It should be noted, however, that a greater mix of single-family attached (townhouses), two family and multifamily dwellings is planned for Weatherby. Of the 959 occupied housing units in Woolwich in 2000, 888 or 92.6% were owner-occupied and 71 or 7.4% were renter-occupied. There was a vacancy

rate of 3.5% for homeowner units and 2.7% for rental units in 2000. Woolwich had a relatively low percentage of rental units in 2000, 7.4% as compared to the County as a whole, which has 20.1%.

The value of Woolwich's owner-occupied housing is shown in Figure 19. This figure shows the data from the 2000 Census, and inflates the value to 2003 dollar values (using the Consumer Price Index Inflation Calculator). The median housing value of all owner occupied housing in 2000 was \$194,800, which was adjusted to \$207,384 in year 2003 dollars.

**FIGURE 19: HOUSING VALUE, ADJUSTED FOR 2003 DOLLARS**

2000 Value		2003 Inflated Value		Units	Percentage
less than	\$50,000	less than	\$53,280	0	0.0%
\$50,000	to \$99,999	\$53,280	to \$106,559	33	4.1%
\$100,000	to \$149,999	\$106,560	to \$159,839	115	14.4%
\$150,000	to \$199,999	\$159,840	to \$213,119	279	34.9%
\$200,000	to \$299,999	\$213,120	to \$319,679	275	34.4%
\$300,000	to \$499,999	\$319,680	to \$532,799	88	11.0%
\$500,000	to \$999,999	\$532,800	to \$1,065,599	10	1.3%
\$1,000,000	or more	\$1,065,599		0	0.0%

Source: 2000 Census and CPI Inflation Calculator (<http://data.bls.gov/cgi-bin/cpicalc.pl>)

In 2000, approximately 23% of existing residents in Woolwich were paying more than 30% of their monthly income for housing. This data is displayed in Figure 20.

**FIGURE 20: 2000 SELECTED OWNER-OCCUPIED HOUSING COSTS  
AS A PERCENTAGE OF MONTHLY INCOME**

Percentage of Income	Households	Percentage of Total
Less than 15 percent	198	24.8%
15.0 to 19.9 percent	157	19.6%
20.0 to 24.9 percent	134	16.8%
25.0 to 29.9 percent	127	15.9%
30.0 to 34.9 percent	47	5.9%
35.0 percent or more	137	17.1%

Source: 2000 Census of Housing

As shown in Figure 21, there are few low price rental options in the Township. Only 14.1% of all rents are below \$500 a month (the values were again inflated for year 2003 dollars). In 2000, 86% of the rental units in the Township had a gross rent of more than \$500, with a median rent in the Township of \$763.

**FIGURE 21: GROSS RENT PAID, 2003 ADJUSTED**

2000 Value		2003 Inflated Value		Units	%
less than	\$200	less than	\$213	0	0.0%
\$200 to	\$299	\$213 to	\$319	0	0.0%
\$300 to	\$499	\$320 to	\$532	9	14.1%
\$500 to	\$749	\$533 to	\$798	19	29.7%
\$750 to	\$999	\$799 to	\$1,065	19	29.7%
\$1,000 to	\$1,499	\$1,066 to	\$1,598	17	26.6%
\$1,500 or more		\$1,598 or more		0	0.0%

Source: 2000 Census of Housing CPI Inflation Calculator (<http://data.bls.gov/cgi-bin/cpicalc.pl>)

The majority of people renting housing in Woolwich, 41%, pays between 20% and 30% of their income on housing, and over 20% pay more than 35%. Rental housing costs as a percentage of monthly income for 2000 are shown in Figure 22, below.

**FIGURE 22: 2000 GROSS RENT AS A PERCENTAGE OF MONTHLY INCOME**

Percentage of Income	Households	Percentage of Total
Less than 15 percent	17	29.3%
15.0 to 19.9 percent	0	0.0%
20.0 to 24.9 percent	15	25.9%
25.0 to 29.9 percent	9	15.5%
30.0 to 34.9 percent	5	8.6%
35.0 percent or more	12	20.7%

Source: 2000 Census of Housing

## Age of Housing Stock

According to 2000 census figures, 70.6% of the housing stock is less than 23 years old (built after 1980), and 13% was built prior to 1939. This is shown in Figure 23.

**FIGURE 23: AGE OF HOUSING STOCK**

<b>Year Structure Built</b>	<b>Number</b>	<b>Percent of Total</b>
1999 to March 2000	181	17.6%
1995 to 1998	251	24.5%
1990 to 1994	163	15.9%
1980 to 1989	129	12.6%
1970 to 1979	82	8.0%
1960 to 1969	34	3.3%
1940 to 1959	50	4.9%
1939 or earlier	136	13.3%

## Demographic and Employment Characteristics

### Age Distribution

The age distribution of the population can have important implications for the housing plan. Communities with a relatively large proportion of children have a need for larger, family units while those with high proportions of senior citizens may have a need for smaller units.

As shown in Figure 24, Woolwich has seen a significant (over 255%) increase in children under the age of 5. In addition the number of school age children increased by 349, an increase of just over 100%; the largest change has occurred in the elementary (5 to 9 years old) and the middle school (10 to 14 years old) age groups (127.8% and 129.1% respectively). The largest age block in the Township is between the ages of 25 and 44, numbering 1,152 persons, an increase of 668 people (138% from the 1990 Census). The elder population, those residents over 65 years of age showed an increase, but it was comparatively low at 66 persons (47% increase over persons 65 and older in 1990). The 2000 Census showed that the median age of all residents in the Township was 33.8 years, and 50.4% of the residents were female.



**FIGURE 24: AGE DISTRIBUTION OF WOOLWICH'S POPULATION - 1990 AND 2000**

<b>Age Group</b>	<b>1990 Census</b>	<b>Percent of total 1990 Population</b>	<b>2000 Census</b>	<b>Percent of total 2000 Population</b>	<b>Change (count) 1990 to 2000</b>	<b>Change (%) 1990 to 2000</b>
Under 5 Years	87	5.9%	309	10.2%	222	255.2%
5 to 9 Years	115	7.8%	262	8.6%	147	127.8%
10 to 14 Years	110	7.5%	252	8.3%	142	129.1%
15 to 19 Years	123	8.3%	182	6.0%	59	49.2%
20 to 24 Years	71	4.8%	104	3.4%	33	46.5%
25 to 34 Years	205	14.0%	494	16.3%	289	141.0%
35 to 44 Years	279	19.0%	658	21.7%	379	135.8%
45 to 54 Years	203	13.8%	367	12.1%	164	80.8%
55 to 59 Years	76	5.2%	131	4.3%	55	72.4%
60 to 64 Years	59	4.0%	67	2.2%	8	13.6%
65 to 74 Years	79	5.4%	114	3.8%	35	44.3%
75 to 84 Years	49	3.3%	71	2.3%	22	44.9%
85 Years +	12	0.8%	21	0.7%	9	75.0%
<b>Total</b>	<b>1468</b>	<b>100.0%</b>	<b>3032</b>	<b>100.0%</b>	<b>1564</b>	<b>106.7%</b>

Source: 1990 and 2000 Census of Population

### Household Income

Household income, as shown in Figure 25 (using the CPI inflation rate to adjust for 2003 dollars), shows that nearly two-thirds of Woolwich residents earn between \$53,279 and \$159,839 in 2003 adjusted figures (\$50,000 and \$150,000 Census 2000 figures). As of the 2000 Census, there were only 88 residents in the Township living at or below what the federal government defines as poverty status and 41 of those residents were over the age of 65.

In terms of median income, Woolwich Township ranks among the highest in southern New Jersey. In 1989 (the 1990 Census) Woolwich Township's median income was comparable to that of Gloucester County (\$40,588 for Woolwich and \$39,387 for the County); however, in 1999 (the 2000 Census), the median income for Woolwich was significantly higher. Median income increased to \$83,790 in 1999, an increase of 106.4%. By comparison, median income in Gloucester County only increased by 37.8%, to \$54,273.

**FIGURE 25: HOUSEHOLD INCOME, 2000 CENSUS AND 2003 ADJUSTED FIGURES**

2000 Value			2003 Inflated Value			Number of Households	Percent
less than		\$10,000	less than		\$10,656	35	3.6%
\$10,000	to	\$14,999		to	\$15,983	12	1.2%
\$15,000	to	\$24,999	\$15,983	to	\$26,639	34	3.5%
\$25,000	to	\$34,999	\$26,639	to	\$37,295	65	6.8%
\$35,000	to	\$49,999	\$37,295	to	\$53,279	73	7.6%
\$50,000	to	\$74,999	\$53,279	to	\$79,919	200	20.8%
\$75,000	to	\$99,999	\$79,919	to	\$106,559	210	21.9%
\$100,000	to	\$149,999	\$106,559	to	\$159,839	245	25.5%
\$150,000	to	\$199,999	\$159,839	to	\$213,119	34	3.5%
\$200,000		or more	\$213,119		or more	53	5.5%

Source: 1990 and 2000 Census

### Employment Characteristics

The 2000 Census counts 1,488 persons in Woolwich as part of the civilian population (16 years and older), this is an increase from the 1990 figure of 736 persons, a 102.2% increase. The most common occupation according to the Census is Management, Professional, and Related Occupations with 44% of the population. Over 26% of the population of Woolwich has an occupation that can be described as Sales and Office occupations. Only 2.4% of the population of Woolwich works in a farming related position (titled Farming, Fishing, and Forestry occupations), despite the fact that many new residents move to Woolwich for its rural character.

Occupation describes the type of work a person does at their place of employment. Similarly, the Census classifies workers in a community by their Industry, defined by the census as type of work their company does. The breakdown of the population by industry follows in Figure 26.

**FIGURE 26: EMPLOYMENT OF WOOLWICH RESIDENTS, BY INDUSTRY**

<b>Industry</b>	<b>Count</b>	<b>Percent of Total</b>
Agriculture, Forestry, Fishing and Hunting, and Mining	68	4.6%
Construction	121	8.1%
Manufacturing	270	18.1%
Wholesale Trade	68	4.6%
Retail Trade	127	8.5%
Transportation and Warehousing, and Utilities	103	6.9%
Information	28	1.9%
Finance, Insurance, Real Estate, and Rental and Leasing	85	5.7%
Professional, Scientific, Management, Administrative, and Waste Management Services	154	10.3%
Educational, Health and Social Services	277	18.6%
Arts, Entertainment, Recreation, Accommodation and Food Services	42	2.8%
Other Services (except Public Administration)	76	5.1%
Public Administration	69	4.6%

As of the 2000 Census, 2.0% of the population was unemployed, compared to 4.1% for the County as a whole. Over 50% of the population in Woolwich had 'all parents' in the labor force, which is lower than the County as whole (61%). In terms of commuting, 83.6% drove alone, with a mean travel time to work of just over 31 minutes, and 5.8% work at home.

## The Fair Share Plan

### Woolwich's Calculated Fair Share Affordable Housing Obligation

The formulas used to determine housing need for this report are those that were adopted by COAH, as part of its Cycle 2 formula. Although it is now out-of-date, it is the most current officially adopted formula for Woolwich Township. The calculated housing obligation has several component parts, explained as follows:

*Indigenous need* refers to deficient or substandard housing units that are occupied by low and moderate income households in Woolwich. The calculation of this number is based upon census indicators, adjusted by sub-regional need. Woolwich's indigenous need is 7 units.

*Reallocated present need* is the municipality's share of a regional pool. Some municipalities have a large indigenous need number but no municipality is required to provide for an indigenous need in excess of the regional average. Those deficient units, which exceed this cap, are placed in a regional pool and reallocated among other municipalities in the region. Woolwich has a reallocated present need of 26 units. Together, these two components form present housing need, which is 33 units total.

*Prospective need* is made up of affordable units for households not now living in the community but who are projected to do so. The extent of prospective need that a community must provide for is affected by projected population growth and projected households for the years 1993 - 1999. Woolwich has a prospective need of 133.

Total housing need is the sum of these three factors, or 166 units. This number is further modified, however, by a number of factors keyed to the local situation.

***Prior cycle prospective need*** is a recalculated prospective need for the prior period of 1987 - 1993. Woolwich has a prior cycle prospective need of 51, for a two round cycle of 217.

***Demolition*** figures increase the housing obligation to account for the estimated number of dwelling units, affordable to lower income households, which will be lost through demolition during the six year period of the plan. In Woolwich's case, there are two (2) units expected to be demolished.

***Filtering*** is the process by which purchasers, already living in the housing market area, move into new higher income housing, and sell their lower priced old home to someone who sells a still lower priced home. This process eventually reaches down to create housing opportunity for a low or moderate income household. An adjustment is made to the housing obligation to account for this. In Woolwich's case, two (2) units are subtracted from the obligation for this filtering adjustment.

***Conversion*** accounts for lower income units that will be created through the process of converting large single-family homes to multi-family dwellings or non-residential structures to residential use. It has been found that there is a correlation between this effect and the number of units in structures containing 2- 4 dwellings each. The conversion factor does not subtract any units from Woolwich's total.

***Spontaneous rehabilitation*** is an adjustment made for the number of deficient lower income units that will be brought up to code standards by private efforts, regardless of whether any governmental programs are instituted. Woolwich's obligation is reduced by 1 unit for this process.

***Twenty-percent (20%) Cap***, as allowed by COAH §5:93-2.16, permits a reduction in the total calculated housing need when the pre-calculated need is more than 20% of the existing units from the previous census. The Cycle 2 numbers were based upon the

1990 census and reduced Woolwich's need by 113 units. This cap is not likely to be applicable to Woolwich for the Cycle 3 allocation.

The result of the Cycle 2 computation is shown in Figure 27. It indicates that Woolwich Township's fair share affordable housing obligation was 101 units for the period 1987-1999. Again, this is the last fair share allocation adopted by COAH.

**FIGURE 27: SUMMARY OF CALCULATED HOUSING NEED**

Present Need Allocation		
Indigenous Need	7	
Reallocated Present Need	+26	
Present Need, 1993		33
Prospective Need 1993-1999		+133
Total Need, 1993-1999		166
Credits and Adjustments		
Prior Cycle Prospective Need	+49	
Demolitions	+ 2	
Total of Credits and Adjustments	51	
Total Need, 1987-1999		217
Filtering	-2	
Residential Conversions	0	
Spontaneous Rehabilitation	-1	
Subtotal		-3
Pre-Credited Need		214
Twenty-percent Cap		-113
Calculated Need		101

This need is divided into two components: an indigenous need of 6 units, which must be met through rehabilitation of existing units, and a new construction component of 95 units, which can be addressed through a variety of mechanisms.

## **Meeting the Fair Share Affordable Housing Obligation**

### **Indigenous Need (Rehabilitation)**

Indigenous need helps low and moderate-income households already living in the township. The Township has an obligation to rehabilitate 6 units. The municipality must demonstrate a stable funding source for the rehabilitation component and provide a mechanism to administer and market the program. To qualify, an average of \$10,000 per unit must be provided, of which at least \$8,000 per unit is allocated to capital or hard costs. Funding is available through the Gloucester County Office of Community

Development and, since 2000, one unit has been rehabilitated using this program. Block 19, Lot 2.03 (Box 239C, Asbury Station Road) had an investment of \$3,495 and now has a perpetual lien for low-income households as a deed restriction. Affordability controls of varying lengths of time are required for all forms of housing in the Fair Share Plan, whether as part of the rehabilitation or new construction component. It is possible that more than one unit has been rehabbed in Woolwich Township since 1988, but the person responsible for administration of the program has recently left and it is difficult to fully access older records.

A guarantee of funding equal to one third of the rehabilitation component must be guaranteed by the municipality, with funding provided for one sixth of the obligation in each of the subsequent program years. Woolwich has already rehabbed units equal to one third of its obligation and it is recommended that a formal resolution of cooperation be established with the Gloucester County Office of Community Development for the remainder of the obligation.

It is further recommended that the Township enter into an agreement with Housing Affordability Services of the New Jersey Housing and Finance Agency to administer, market, and monitor its program.

### **Prospective Need (New Construction)**

Prospective need is designed to help low and moderate income households who do not now live in the Township but who may desire to do so, if the opportunity were available. It is sometimes called the new construction need and it may be met in a number of ways. One of the most common is by zoning for inclusionary development, which means that a percentage of the units constructed in such a development are set aside for equal numbers of low and moderate income households, in accordance with COAH rules. COAH regulates the percentage of the set aside based upon the density of the development and whether or not the unit is intended for rental or sale. A maximum of 25% of the new construction component (after credits) may be restricted by age to



seniors and each municipality must provide incentives to insure that, at a minimum, a similar number of rental units are provided. All sites designated for inclusionary development must be available (with clear title), suitable (in terms of compatible adjacent land uses), developable (served by water and sewer), approvable (appropriately zoned), and consistent with the State Development and Redevelopment Plan (SDRP).

Inclusionary development may also meet its affordable housing obligation through the funding of a Regional Contribution Agreement (RCA), whereby a sending municipality agrees to provide funding for up to 50% of its obligation to a receiving municipality in the same housing region so that it can address part of the regional need. Although the agreements are always between two municipalities, funding is often provided by the developer of an inclusionary development. Currently, COAH has established the minimum price of an RCA at \$25,000 per unit.

Other approaches are available to municipalities. These include alternative living arrangements (shared housing or residential health care facilities), accessory apartments, the purchase of existing housing, a write down/buy down program, or the creation of elder cottages.

After reviewing all options, Woolwich Township proposes the following mechanism for the new construction component of the Fair Share Plan:

#### **The RLM District (Davidson Road)**

Woolwich Township created the RLM Residential District on Davidson Road, near Ogden Road and the New Jersey Turnpike, as part of the 1990 Master Plan. It was specifically designed to address the new construction component of the First Cycle obligation and is estimated to be able to produce 78 affordable housing units. It is comprised of four lots, Block 45, Lots 10, 11, 12, and 13. They total ±68.81 acres. The site is within the existing Swedesboro 208 Plan and will be capable of being provided

with both public water and sewer. A principal of Woolwich Adult, L.L.C. has indicated that he has entered into an agreement with the contract owner of this site and is willing to develop it as a family rental project. This would help the Township meet its rental obligation and would qualify under COAH regulations for one bonus credit for each family rental unit produced. The bonus credits accrue to the municipality. This project could therefore produce a total of 156 units (78 new construction and 78 bonus credits) towards Woolwich's affordable housing obligation. The site meets all of COAH's requirements of being available, suitable, developable, approvable, and consistent with the SDRP.

### **Weatherby**

When Summit Ventures was granted its General Development Plan approval, the document provided that "the housing component of the Weatherby development will address the Township's (Cycle 2) obligation by providing 101 low and moderate income units required by COAH." The GDP is unfortunately lacking in detail and Woolwich Township's efforts to negotiate a more explicit agreement with Summit Ventures have not yet been fulfilled. Nonetheless, that plan makes certain assumptions based upon the fact that Summit Ventures agreed to address Woolwich's full Cycle 2 Housing Obligation of 101 units. These assumptions are as follows:

- (1) The Township will insure that units are provided in accordance with COAH's sequencing schedule. This allows Summit Ventures to construct 25% of the market-priced residential units approved in the GDP before any affordable units are produced, but requires that at least 10% of the required affordable units be produced before one more market-priced unit is permitted. All of the affordable housing units must be provided before 90% of the market-priced units are provided.
- (2) Summit Ventures General Development Plan includes the 1,000 unit Four Seasons development, of which none are proposed to be age-restricted.

Accordingly, the Fair Share Plan assumes that none of the required affordable housing units will be age-restricted.

- (3) COAH regulations permit a limited number of affordable units to be provided off-site through the funding of Regional Contribution Agreements (RCAs). However, the regulations make it clear that such agreements must be approved by the Governing Body. COAH regulations prohibit the use of RCAs to satisfy more than 50% of the total affordable housing obligation and, at this time, the full extent of the Cycle 3 obligation is unclear. Therefore, the Woolwich Township Committee desires to retain as many of its RCAs as practical so that they can be used to address future, unknown obligations. Accordingly, it desires that all affordable units at Weatherby will be constructed on-site, as part of inclusionary development. It should be noted that COAH regulations would normally require an affordable setaside of 15% to 20%, yet Summit Ventures was required to provide a setaside of just 2%.
- (4) Finally, COAH requires a 25% rental obligation and this is part of the 101 unit affordable housing obligation that Summit Ventures agreed to accept. Accordingly it is assumed that 26 family rental units will be provided. These units will generate 26 bonus credits that will accrue to the Township's benefit. This will equal a total of 127 units that can be applied towards the affordable housing obligation.

Like Davidson Road, Weatherby meets all of COAH's requirements of being available, suitable, developable, approvable, and consistent with the SDRP.

### **Kingsway Town Center**

Kingsway Town Center is the name given to the development proposed by Woolwich Adult, L.L.C., which forms the basis of the settlement agreement for the Mt. Laurel Litigation. The development consists of approximately 744 acres located on both sides

of U.S. Route 322, near Interchange 2 of the New Jersey Turnpike. A portion of the tract on both sides of Kings Highway (County Route 551) will be developed as an age restricted residential development consisting of a maximum of 925 market-price single family detached dwellings and 104 affordable multifamily dwellings. In addition to this new construction, Woolwich Adult, L.L.C. will fund 39 Regional Contribution Agreements, bringing the total affordable housing contribution to 143 units.

The site is not yet within the sewer service area although water will be available. The Settlement Agreement provides that Woolwich Adult, L.L.C. and Woolwich Township will jointly petition the Department of Environmental Protection to amend the 208 Plan to include this site. The parties will also seek inclusion of the site in the SDRP. Because Route 322 is the only significant east-west arterial highway in this part of the County, it is the logical place to channel development. The proposal, which also includes significant non-residential development, is therefore consistent with the State's adopted Smart Growth policies. Once these steps are taken, the site will meet all of the COAH's requirements of being available, suitable, developable, approvable, and consistent with the SDRP.

### **Development Fee**

Woolwich Township has enacted a Development Fee in accordance with COAH regulations to insure that non-inclusionary development contributes to the Township's affordable housing obligation. The development fee for nonresidential development is 1% of the equalized assessed value and 1/2% of the equalized assessed value for residential development. The monies collected from this fee are dedicated to affordable housing purposes and could be used to fund additional units if the Cycle 3 obligation unexpectedly exceeds the Fair Share Plan.

### Fair Share Plan Summary

The Fair Share Plan is summarized in Figure 28. It shows the indigenous and prospective need components of the plan. It provides for 432 affordable housing units and credits. This number is more than four times greater than the Cycle 2 obligation and more than doubles the obligation if the 20% cap were theoretically excluded.

**FIGURE 28: FAIR SHARE PLAN SUMMARY**

<b>Plan Component</b>	<b>Units</b>
Indigenous Need	
Rehabilitation	6
Prospective Need	
<i>Davidson Road</i>	
Family Rental Units	78
Bonus Credits (Family Rental)	78
<i>Weatherby</i>	
Inclusionary Development	101
Bonus Credits (Family Rental)	26
<i>Kingsway Town Center</i>	
Inclusionary Development (Age-Restricted)	104
Regional Contribution Agreements	39
<b>Total Fair Share Plan</b>	<b>432</b>

Figure 29, below, shows the components of the plan that are regulated by COAH. Indigenous and prospective need is based upon the Cycle 2 allocation, but the number of units provided anticipates a much larger Cycle 3 allocation. The exact Cycle 3 Fair Share for Woolwich was unknown at the time the plan was prepared. Limits for RCAs, rental obligation and credits, and for the maximum number of age-restricted units are based upon the components of the Fair Share Plan, as regulated by COAH. All standards are complied with.

**FIGURE 29: REGULATED COMPONENTS OF THE PLAN**

<b>Regulated Component</b>	<b>Max. COAH Plan Limit</b>	<b>Units Provided</b>
Inclusionary Need	95	426
Indigenous Need	6	6
Fair Share Obligation	101	432
Max. Number of RCAs	213	39
Rental Obligation/ Max. Bonus	107	104
Max. Number of Age-Restricted Units	107	104

The map on the following page shows the location of key components of the plan. Upon formal submission to the Court, all COAH required mapping would also be provided. This includes tax maps, USGS quad maps, and utility service mapping.



# LEGEND

**Inclusionary Development (Non-Age Restricted)**

Kingsway Township PAC (104 units)

**Inclusionary Development (Non-Age Restricted)**

Weatherby (101 Units)

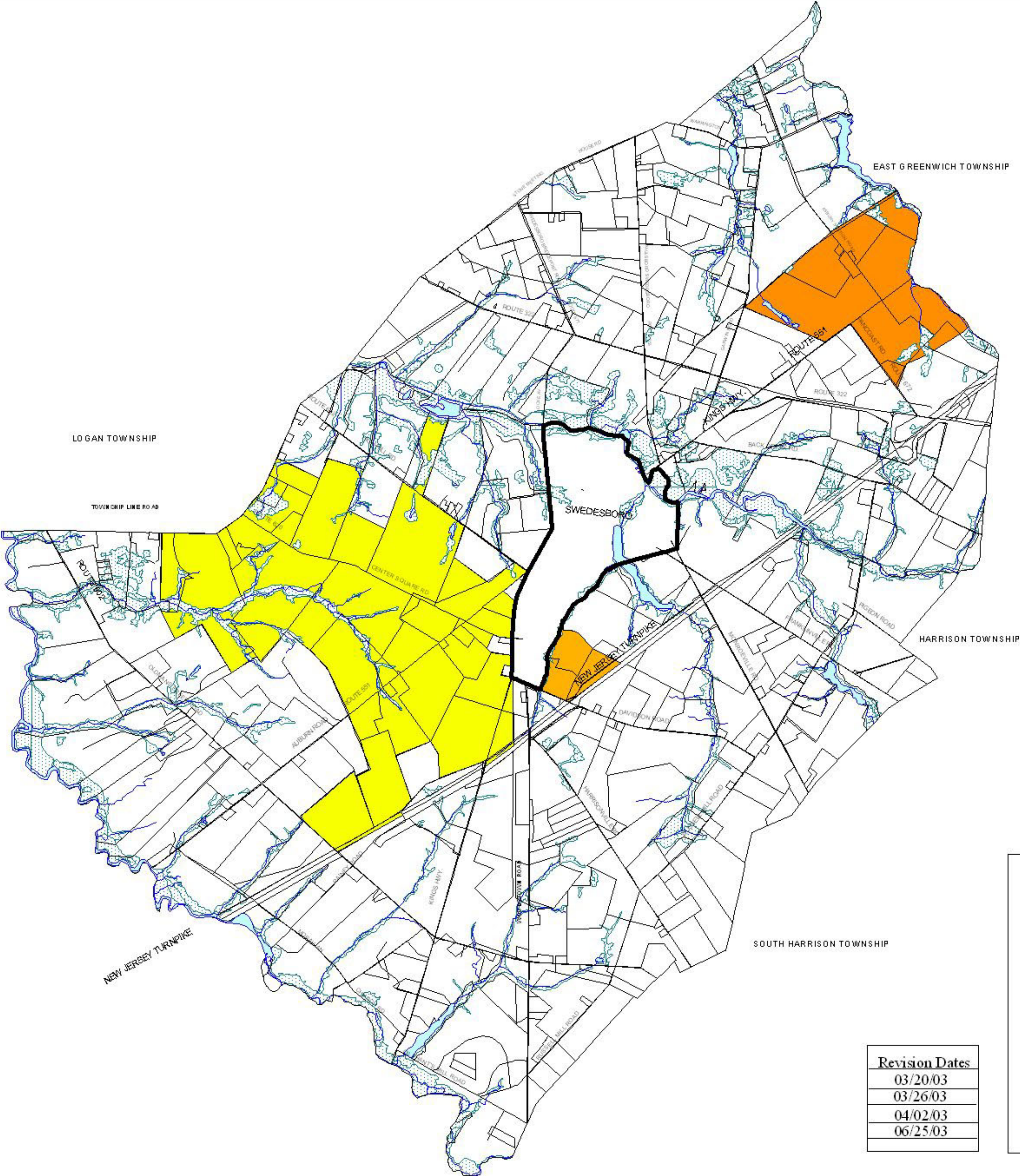
RLM District (78 Units)

**Non-Mapped Areas**

RCA'S - Kingsway Town Center (39 Units)

Rehabilitation (6 Units)

Waterways and Wetlands



Revision Dates
03/20/03
03/26/03
04/02/03
06/25/03

DRAFT

Woolwich Township

Gloucester County, New Jersey

Map-6: Housing Element and Fair Share Plan

Date: 10-22-02

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